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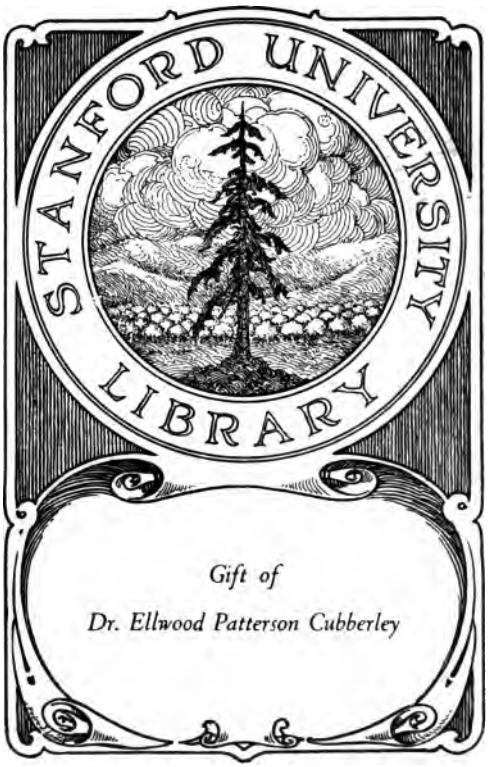
CITY SCHOOL SUPERVISION

EDWARD C. ELLIOTT

SCHOOL EFFICIENCY SERIES

PAUL H. HANUS



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Dr. Edward Charles Elliott was born in Chicago in 1874. He studied at the University of Nebraska, where he was teaching fellow in chemistry from 1895 to 1897, in which year he took his degree of A.M. In 1905 he became Ph.D. of Columbia University, and in 1904 he studied at the University of Jena. Dr. Elliott was a high-school teacher from 1897 to 1898, becoming in 1898 superintendent of schools in Leadville, Colorado. In 1903 he became connected with Columbia University as assistant, a year later was made teaching fellow, and in 1907 was appointed professor of education. In 1909 he became director of the course for the training of teachers in the University of Wisconsin, a position which he still holds. Dr. Elliott has been associated with a large amount of educational investigation, as member of the United States Bureau of Education, 1906–1910, the New York City School Inquiry, 1911, and the recent School Inquiry Commissions for the State of Vermont and for the City of Portland, Oregon. He is a fellow of the A. A. A. S. and a member of the National Council of Education and the National Society for the Scientific Study of Education. Among his publications are *Some Fiscal Aspects of Public Education in American Cities*, *State School Systems*, etc., issued by the United States Bureau of Education.

CITY SCHOOL SUPERVISION: A Constructive Study applied to New York City. By EDWARD C. ELLIOTT. *Cloth. xvi + 258 pages. List price $1.25. Mailing price $1.50.*

This book concerns itself chiefly with the agencies that have immediate responsibility for and direct oversight of the organization and standards of accomplishment of the teaching staff, and that determine the character of the curricula and hence the adaptation of the school instruction to the capacities and needs of the children. It presents constructive schemes for the betterment of the organization and operation of the supervisory staff, and also reveals and emphasizes the fact that a clear and conscious discrimination between administrative and supervisory activities of control has not yet been established, and that the absence of this distinction has been an important factor in retarding the progress and complicating the development of the public school system.

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For E. P. Cubberley
Friend and Colleague.

Mar 22/1914

SCHOOL EFFICIENCY SERIES

City School Supervision

SCHOOL EFFICIENCY SERIES

Edited by PAUL H. HANUS

City School Supervision

A constructive study applied to New York City

By EDWARD C. ELLIOTT

PROFESSOR OF EDUCATION AND DIRECTOR OF THE COURSE FOR THE TRAINING OF TEACHERS IN THE UNIVERSITY OF WISCONSIN

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EDITOR'S PREFACE

SCHOOL supervision is one of the most important phases of the work of city school systems; and one of the most difficult. Though firmly and widely established in the school systems of the country, it is generally admitted that school supervision is far from being as effective as it ought to be. This is not due so much to lack of intelligent and conscientious supervisory officers as to lack of a clear recognition of the complex nature of supervision; and in our great cities partly, at least, to faulty organization of the system of supervision and to hampering restrictions imposed on the supervisory staff by Boards of Education. Sometimes all these causes together tend to make supervision mere administrative oversight of the conventionally established routine. As Professor Elliott points out, "There is a great difference between merely keeping the schools in operation and keeping the schools in operation so as to produce tangible results of high value." To secure such results is the supreme duty of the supervisory staff.

This volume contains Professor Elliott's contribution to the report submitted by me to the Committee on School Inquiry of the Board of Estimate and Apportionment of the City of New York — with a few changes, most of them unimportant, and all clearly indicated by the author (footnote p. 1).

This book, like the other volumes of this series, necessarily deals with a large number of descriptive details; but, as in the other volumes, these details are organized with a view to constructive criticisms based on fundamental principles that underlie satisfactory achievement. In the time available Professor Elliott did not attempt to cover fully the

whole field of general supervision within the school system; but his inquiry was comprehensive, and includes the functions of the city superintendent, the associate superintendents and the board of superintendents, the district superintendents, and, incidentally, the elementary school principals (dealt with in detail by Professor McMurry); and the no less important functions discharged by the board of examiners. He was able to give some attention also to the directors and assistant directors of special branches.

Professor Elliott's method, like that of all my associates in the New York School Inquiry, was, first, to secure the facts required to gain a clear conception of the organization and activities of that part of the school system under examination; and then to proceed to the criticisms and recommendations which the facts demanded. The large number of significant facts systematically presented in this volume, and the theory of supervision on which the criticisms and recommendations are based, lead us to hope that the book will provoke further discussion, and hence that it will prove useful outside of as well as within the City of New York.

Two of Professor Elliott's important recommendations affect so vitally the future welfare of school administration and supervision that I venture to single them out here for special mention. They are, first, that a Division or Department of Investigation and Appraisal be established as an integral part of the school control; and, second, that steps be taken to establish a Supervisory Council consisting of supervisory officers and members of the teaching staff. The first of these recommendations is based on the evidence presented by the New York school system (and other large school systems as well) that it is impossible to secure the school facts needed and to utilize them fully for the benefit of the school system without a regularly constituted agency for collecting and interpreting them — that, in short, such an agency is essential to the progressive development of sound educational and financial policies and methods, and to placing educational procedure progressively on a scien-

tific basis; and the second recommendation recognizes the fact that while centralization of authority and responsibility is essential in administration, *coöperation under leadership* is the fundamental principle of effective supervision. It is a pleasure to note that the first of these recommendations has been adopted, in part at least, since the report was submitted.

PAUL H. HANUS.

HARVARD UNIVERSITY.

AUTHOR'S PREFACE

MY decision to publish in its present form material originally designed to meet a specific end is based, in part, on the country-wide interest in the School Inquiry which gave rise to the report constituting the greater part of this volume, and, in part, on the consideration that the wider circulation thus secured for the report would afford larger opportunity to submit the general principles of control advocated and the methods of investigation herein described to further criticism and refinement.

Effective school direction must more and more be organized according to principles the validity of which is generally recognized by the profession of education. Its operation must be constantly checked by methods that provide proper tests of the value of educational machinery. Unless these come to pass, school control will remain in its present state of uncertain experimentation. Consequently, the author's hope is that this volume will promote constructive criticism of the principles formulated and a betterment of the methods employed. By some such principles of action and some such methods of evaluation will the agencies for the control of public education in our cities become efficient factors for the real democratization of the school.

It is proper that a record should here be made of the valuable assistance rendered to me in collecting the new material presented in Chapter X, on the rating of teaching efficiency in other American cities, and in arranging the several outlines of school organization. In particular, I am under obligation to the following school officials: Superintendent F. A. Soper, of Baltimore; Superintendent F. B. Dyer, of Boston, and his Secretary, Mr. George S. Burgess;

Superintendent H. P. Emerson, of Buffalo; Assistant Superintendent C. D. Lowry, of Chicago; Superintendent R. J. Congdon, of Cincinnati; Superintendent J. M. H. Frederick, of Cleveland, his Secretary, Mr. F. C. Beyer, and his Statistical Clerk, Miss Hazel B. Bonfield; Superintendent Charles E. Chadsey, of Detroit; Superintendent E. O. Holland, of Louisville; former Superintendent C. G. Pearse, and Acting Superintendent A. E. Kagel, of Milwaukee; Superintendent C. M. Jordan, of Minneapolis; Superintendent A. B. Poland, of Newark; Superintendent J. M. Gwinn, of New Orleans; Superintendent F. E. Spaulding, of Newton, Massachusetts; Superintendent M. G. Brumbaugh, and Associate Superintendent George Wheeler, of Philadelphia; Assistant Superintendent J. P. O'Hern, of Rochester; Superintendent M. C. Potter, of St. Paul; Superintendent Ben Blewett, his Secretary, Mr. F. L. Urley, and Assistant Superintendent W. J. S. Bryan, of St. Louis; Superintendent D. H. Christensen, of Salt Lake City; Superintendent J. H. Van Sickle, of Springfield, Massachusetts; and Superintendent W. M. Davidson, of Washington.

I desire especially to acknowledge the great value of the assistance rendered throughout the preparation of this material for publication by Miss Elizabeth M. McKee, Mr. F. L. Clapp, and Mr. H. G. Hotz, of the University of Wisconsin.

EDWARD C. ELLIOTT.

UNIVERSITY OF WISCONSIN.

CONTENTS

		Page
Editor's Preface		vii
Author's Preface		xi
Chapter		
I.	Introduction	1
II.	The Nature of School Control	7
III.	The New York City System of School Control	14
IV.	The School as the Unit for Supervision	30
V.	The District Superintendents	52
VI.	Directors and Assistant Directors of Special Branches	64
VII.	The City Superintendent, the Board of Superintendents, and the Associate Superintendents	73
VIII.	The Board of Examiners	93
IX.	Methods and Standards for Determining Teaching Efficiency	116
X.	The Rating of Teaching Efficiency in other Cities	136
XI.	Recommendations for Reorganization	168

APPENDICES

A.	By-Laws Governing the Organization of Elementary Schools	185
B.	Salary Schedules: Supervisory Staff of Elementary Schools	190
C.	Form for Monthly Report of District Superintendents	195

PAGE

D. MINUTES OF THE BOARD OF SUPERINTENDENTS, JANUARY 19, 1911 196

E. MINUTES OF THE BOARD OF SUPERINTENDENTS, OCTOBER 26, 1911 210

F. EXAMINATION QUESTIONS — LICENSE NO. 1 227

G. FORMS FOR APPROVAL OF SERVICE: RENEWAL OF TEMPORARY LICENSES 242

H. FORMS FOR APPROVAL OF SERVICE: ADVANCE IN SALARY 248

INDEX 253

City School Supervision

CITY SCHOOL SUPERVISION

CHAPTER I

INTRODUCTION

PRELIMINARY

WITHIN the following pages a complete discussion of the many-sided and intricate subject of the supervision of public schools has not been attempted. The peculiar and, in many respects, notable circumstances of the origin of the book will account for its limited scope. It contains but a partial presentation of the more important characteristics of the *organization* of the system of supervision of a single school system. There is, nevertheless, a firm conviction that the analysis of the larger features of the problem of public school supervision in the City of New York, together with the accompanying arguments concerning reorganization, is fundamental for the effective development and control of the public school system of other American cities.[1]

THE AIM OF SUPERVISION

The more pressing and distinctive problems of contemporaneous education, especially in the rapidly expanding and

[1] My contribution to the original report submitted by the Committee on School Inquiry of the Board of Estimate and Apportionment has been revised in a few particulars for the present publication. These revisions consist for the most part of slight modifications in form and phraseology. The several Exhibits presenting in analytical outline the administrative and supervisory organization of the public school systems of the larger American cities, and Chapter X on the Rating of Teaching Efficiency in Other Cities are the principal additions.

increasingly complex urban communities of the United States, center in the social and political necessity of bringing children *in mass* under the influences of the public school. The conscious endeavor is to cause these influences to operate directly and immediately, with such uniformity and with such discrimination as to produce an outward semblance of equality in the distribution of educational facilities and opportunities. The situation created by the effort to supply equal educational opportunities to *masses* of individuals of widely varying abilities and to social and economic classes of widely differing needs has supplied us with the underlying social motive for the public schools; viz., to resist through the school those ever-present forces that tend to submerge the *personal* child within the *impersonal* social organization.

The democratic motive of American education has been a natural product of the *mass* of the school. The machinery of American education is likewise an invention due to the necessities of the mass school. It is becoming more and more evident that the successful adjustment of this machinery to the educational motive is a general social and political problem of no small magnitude. Furthermore, that the effective and economical control and development of education through this machinery is a special social and professional problem of far-reaching consequence. It may be safely asserted that in no one of our governmental areas of education — city or state — has there been found as yet a way of properly conserving for the benefit of the children in school the available professional resources and personal powers of teachers. Yet the development of these resources and the larger utilization of these powers are the chief aim of school supervision, whatever may be its form of organization. The teaching staff constitutes the working capital of the school as a productive institution. The extent to which organized school supervision maintains and increases the productiveness of this capital through professional stimulation, personal encour-

agement, and technical guidance should be the measure of public support of and confidence in such supervision.

The social ideal of public education is a striving for the preservation and for the enlargement of the human identity of each child unit. The ideal of supervision of the public school should be a striving for the preservation and for the enlargement of the professional identity of each teaching unit. It is service to children through service to teachers. The betterment of the latter makes for the real betterment of the former.

THE SCOPE OF TREATMENT

This study concerns itself chiefly with the agencies that have immediate responsibility for, and direct oversight of, the organization and standards of accomplishment of the teaching staff; the agencies that determine, ultimately, the character of the programs of study (curricula), and hence the extent to which the school instruction is adapted to the capacities and needs of the children of the city. It will, therefore, review more or less critically the activities and methods of those individuals whose principal attention is assumed to be devoted to directing and elevating standards of teaching and to gauging the efficiency of teachers and pupils; that is, principals, directors of special branches, district superintendents, associate superintendents, City Superintendent, and the Board of Superintendents.[1]

The important influence exerted by the Board of Examiners in the establishment of the initial qualifications of

[1] The circumstances have made quite impossible a comprehensive study and treatment of all the important features of the situation. This work has endeavored to bring into proper perspective some of the most important items that seem to demand critical attention, with special reference to the elementary schools. Only the more fundamental aspects of the place of the principal in the supervisory organization are included. The details of the supervisory work of elementary school principals have been discussed in Professor McMurry's book in this series, *Elementary School Standards.*

teachers necessitates a consideration of its methods and standards, as these impose responsibilities that must be met by the organized plan of the supervision of schools.

THE METHOD OF TREATMENT

The arguments, conclusions, and recommendations presented in the following chapters are based on evidence primarily derived from:

Documentary material: including the annual reports of the City Superintendent of Schools, since 1899, together with the accompanying departmental reports; the minutes of the meetings of the Board of Superintendents for the past four years; the by-laws of the Board of Education; records of schools, teachers, and supervisory officers, filed in the record office of the City Superintendent of Schools.

Special information and data: furnished by the members of the supervisory and teaching staff in response to requests from us. The character of such special information and data is described in those sections of the report to which they pertain.

Numerous individual and group conferences with the members of the supervisory staff.[1]

Visitation of schools.[2]

A critical examination of the methods of work of the various boards[3] *and individuals constituting the supervisory staff.*

The principal effort has been to analyze into its leading factors the systematic supervision of the public schools of

[1] One formal conference of district superintendents was held on the afternoon of April 9, 1912. Twenty of the twenty-six district superintendents were present. A similar conference of directors of special branches was held on the afternoon of April 16, 1912. Eight of the nine directors and two assistant directors were present.

[2] Twenty-one elementary schools were visited.

[3] Including the Board of Superintendents and the Board of Examiners.

the city, and to judge these factors according to their own demonstrated merits. Contrary to the usual procedure, no detailed comparison of the supervisory organization and methods followed in New York with those of other large cities has been attempted.[1] Even with adequate opportunity and facilities for such comparison there is grave doubt as to the worth of the conclusions to be drawn from such comparative study. A solution of the problem of effective supervision of schools in New York requires a treatment as distinctive as is the problem.

From the beginning the Inquiry has aimed at constructive schemes for the betterment of the organization and operation of the supervisory staff, rather than at criticisms of existing plans and practises. Nevertheless, constructive effort is closely linked to criticism; the character of the former is largely dependent upon the nature of the latter.

The main current of the recent public criticism of the school system has been directed against the defined authority, the competency, and the spirit of the supervisory staff, individually and collectively. A fair investigation of the organization and methods of the supervisory direction of a school system of the origin, magnitude, and complexity of that of New York City requires more than the analysis of formally prescribed duties or the criticism of elaborated modes of procedure, for the worth of this direction is largely conditioned by certain indefinite and intangible personal factors. The real duties of a superintendent, principal, or any other supervisor cannot be accurately defined in rules and regulations; the real accomplishment cannot be exhibited by statistical facts. Beyond question, the issues of real moment to the school system have been confused and distorted, and the community confidence has been undermined by the extraordinary volume of trivial discus-

[1] See Exhibits I, p. 26, II, p. 28, and III, p. 112, for analytical outlines of the administrative and supervisory organization of the public schools of American cities of three hundred thousand population and over.

sion and criticism growing out of ignorance and bias, and inspired by certain organized self-interests. Public criticism, to have value, should be based on sound evidence and bulwarked by personal responsibility for its utterance. Everywhere in New York one encounters criticism; but in few places and in small quantity is testimony of worth volunteered.

CHAPTER II

THE NATURE OF SCHOOL CONTROL

LEGISLATION, ADMINISTRATION, SUPERVISION, AND INSPECTION

IN order that certain basic conceptions as to the essential functions of the supervision of schools may be set forth, it is appropriate here to distinguish the four fundamental forms of *control* to which the schools of a modern metropolitan public school system are, and must be, subject.[1]

Legislative Control is that form of regulation exerted by the authority possessing final governmental jurisdiction. In the case of schools belonging to a public educational system this control is usually centered in the state legislature. The restrictions and obligations of legislative action are those defined by the fundamental laws — the state and federal constitutions.[2]

[1] For a further treatment of the several forms of control here indicated, see Edward C. Elliott, *Instruction: Its Organization and Control.* In *High School Education,* edited by C. H. Johnston (Chas. Scribner's Sons, New York, 1912).

[2] "The laws controlling the local government of the school systems of the several cities of the State are quite generally incorporated into the charters which define the municipal powers and duties of such cities. This is fundamentally wrong and is not productive of sound school administration. The schools of a city are established for the purpose of providing educational facilities for the children residing therein. The authority which makes it necessary for such city to provide schools is the State Constitution. The Constitution does not provide that such schools shall be local schools, but, on the contrary, provides that they shall be a part of the common school system of the State. Under the same authority the Legislature has established a State system of common schools. The Legislature annually appropri-

Administrative Control is that vested in the agents created by legislative action, or recognized as such by an im-

ates large sums of money for the support and maintenance of such system. These sums of money are annually apportioned among all the schools. The State provides for the general direction and control of its schools. The schools, wherever located, are *State* schools and not *local* schools. This educational policy of the State is sound. It has been repeatedly upheld by our courts. The courts have even held that where a locality may fail or refuse to set in operation the established machinery for the maintenance of schools the State may not only step in and open and maintain such schools, even at the expense of the locality, but that it becomes the duty of the State to take such action.

"The maintenance of schools is therefore a State function. In making provisions for the operation of such schools, the State may utilize the machinery already created in a community for the exercise of any of the powers necessary to the maintenance of local government. This may be done as a matter of economy of administration or for serving such other convenience as appears necessary. The work of the schools of a city and their management and control were intended to be entirely independent of the usual municipal affairs which are incident to the government of a city. The custom, however, of including in a city charter the law relating to the local management of schools has often resulted in regarding the schools as purely municipal affairs. This custom has also in many cases caused municipal officers and local political organizations to look upon school positions as places to be controlled in the same manner as municipal positions are generally controlled. Moreover, the mere fact that this law is in the charter presents the temptation to modify such law for political or personal reasons whenever a city charter comes before the Legislature for general consideration. The political vicissitudes of our day lead to much legislation affecting the purely political side of our city affairs. When one party is in power, the charters of cities will often be modified so as to give such party a distinct advantage in the municipal affairs of the cities of the State. When the opposite party regains power, it will make similar changes in city charters and for the same purpose. This action invariably leads to legislation modifying the law governing the schools and very generally to the disadvantage of the school interests. This was notably true of the proposed legislation on this subject before the Legislature of 1911. The chief illustration was the proposed charter of New York City. There was no demand from those charged with the responsibility of the supervision and management of the schools of that city for any material modification of the law relating to the local management of such schools. The proposition to modify

plied legal sanction. Boards of education, boards of trustees, superintendents, inspectors, etc., are common types of

such law came from those charged with no official responsibility in the general control of such schools. The legislation suggested was opposed not only by the city officials charged with the responsibility of the general direction of such schools but by all prominent men throughout the country who were best entitled to speak upon sound principles of school administration. The attention of school officers and the teaching staff was for several months diverted from the work in the schools to the necessity of protecting their interests and the interests of the schools. All this was bad and was a direct loss to the schools. New York was not the only city whose school interests were affected in this way. Proposed general amendments to the articles on the schools in the charters of seven other cities were before the Legislature.

"All this embarrassment to the schools may easily be remedied. The law regulating the local control and management of the schools of the several cities of the State should be taken out of the city charters and should be incorporated in the Education Law. This action may be taken without confusion and without decreasing in the slightest the powers now conferred upon local superintendents or boards of education. Three additional articles might be incorporated into the Education Law, one for each class of cities.

"The present appears to be an opportune time to inaugurate a movement to effect such action. A commission employed by the Governor is engaged in drafting a uniform charter for cities of the third class. If this commission should recommend uniform laws for the management and control of the schools in these cities, such laws should be incorporated into the Education Law instead of the uniform charter for cities of the third class. The law already enacted in relation to the schools in the cities of the second class should be transferred from the charter for such cities to the Education Law. The laws now governing the school systems of New York and Rochester are similar in many respects. A law could be drawn to meet the local necessities of each of the cities of the first class. If this is not feasible, separate provisions for each of such cities could be made a part of the Education Law. So long as the laws governing the local management of the schools are continued as a part of the city charters, just so long will the school systems of the cities be subject to the interference and confusion which several have recently experienced.

"In the preparation of a law to govern the local management of the schools of our cities, sound business principles and pedagogical standards must be respected, to the end that our city schools shall meet more completely and efficiently the constantly increasing demands which are

such agents. Administrative activities have, however, certain special characteristics which distinguish them from

made upon them. The following fundamental principles must be observed:

"1. The absolute divorcement of all school affairs from the other municipal and political activities of the city.

"2. The professional direction of the school system should be under the charge of the superintendent of schools. This should include the right to nominate assistant superintendents, supervisors, directors and teachers, and to determine qualifications of teachers, courses of study, etc.

"3. The purely business administrative features of the system should be under the management and direction of the board of education.

"4. Boards of estimate and apportionment or common councils should be required to include in the tax budget annually a specified minimum amount for the maintenance of the schools. They should have discretion to include a greater sum.

"5. The funds set apart for the schools should be under the direct control of the board of education and should be expended on the order of the board only.

"6. The sites selected for buildings and the plans and specifications for repairs or additions to present buildings or the construction of new buildings should require the approval of the board of education.

"7. The board of education must be composed of a number sufficient to make it a strong, representative, workable body. It should not be so small in numbers that one or two may dominate its action. It should not be so large as to make it cumbersome and unwieldy. A board of seven members is suggested.

"8. The method of electing the members of a board of education is important. Members should not be chosen at a general election. When members are so chosen, the interests of the schools are involved in the political issues of the city and men are often chosen upon the determination of the political issues involved instead of their special fitness to serve in such capacity. The best men in a city will often decline to allow their names to be used at a popular election involving municipal politics when they would willingly accept an appointment from the mayor and render the schools of their city valuable services. In a community desiring the members to be chosen directly by the people, the election should be a separate school election and not at the same time as the municipal election. The method of selecting members of a board of education, therefore, should be either by appointment by the mayor or by election by the people at a date specifically set for such election."
— Commissioner A. S. Draper in Eighth (1912) Report of the New

those which are legislative, supervisory, or inspectorial. They are, first of all, general and executive in their nature, in that they do not depend upon technical knowledge for their ready and successful performance. Furthermore, the powers, duties, and responsibilities of administrators are usually defined and imposed directly by law, or prescribed by an authority established in law for this purpose.

Competent administrative direction requires a broad appreciation of the function of public education in modern community life, a readiness and promptness of action for the establishment and preservation of those conditions that guarantee equality of educational opportunity, and a ready executive capacity for performing the customary duties of effective control, and for meeting new needs as they develop. It depends for its effectiveness upon methods that are general, clerical, and mechanical, rather than upon those requiring special, technical skill. It is non-technical, non-professional; it operates impersonally, and is, for the most part, regulated by the provisions of the educational code, the municipal charter, and the local regulations and by-laws.

This is the variety of control properly exercised by the Board of Education and lay officials. Its attention centers in establishing and supporting schools, in providing adequate accommodations and equipment, in securing a sufficient number of properly qualified teachers, and in observing the restrictions and requirements of the higher state authority.

Supervisory Control depends for its effectiveness upon agents who possess technical and expert knowledge of educational processes, and who are capable of employing that knowledge for the development and advancement of the institutions coming under their control.

York State Education Department, pp. 18 ff., "*The Law Governing City School Systems.*"

See also in this connection E. C. Moore, *How New York City Administers Its Schools,* especially Chapters I to IV (World Book Company, 1913).

Supervisory control is concerned with *what* should be taught, and *when* it should be taught; *to whom, by whom, how,* and *to what purpose.* It is professional and technical. It aims to establish and to maintain for the individual teacher and the individual pupil standards of worth and attainment. It is concerned, primarily, not with the machinery of education, but with the character and worth of its products. It centers its effort upon individuals. It is emphatically constructive, rather than merely executive. For its best results it demands the completest coöperation between the members of the teaching and supervisory staffs. For the proper exercise of this form of control superintendents, directors, and principals should be held directly responsible and should be given entire freedom of action. Supervisory control does not lie within the legitimate province of the Board of Education or of other municipal boards and officers.

Inspectorial Control is similar in nature to supervisory control, yet to be distinguished from it. It is, also, special in character, and is based upon expert knowledge of the conditions and technique of successful and efficient instruction. It differs from the supervisory activity in that its primary purpose is not personal, constructive service. Its aim is toward an impersonal, objective measurement of the results and worth of the school. It serves to appraise the products of administrative organization and supervisory direction, and on the basis of this appraisal to propose new standards and new methods. Thus, narrowly interpreted, an inspector's special function is to pass upon worth and efficiency. A supervisor must do this and more; he must raise the worth and increase the efficiency.

There has not been, up to the present time, any widespread recognition in American education of the great importance of the inspectorial form of control. Yet, as the public schools have expanded and have become more intricate in their organization, so much greater has become the necessity of means whereby the essential operations may be

subjected to a checking and valuating process. The schools have lacked an audit that would exhibit how well that which is being attempted is being done; an audit that would reveal the degree to which the machinery of organization is adapted to its purpose; an audit that would display the essential facts of census, attendance, and rate of progress of pupils, the accomplishments of teachers, and an analysis of the real cost in money of the several and numerous activities that enter into school education.

Inspectorial control should be exercised by duly constituted agencies distinct from those agencies or individuals that are primarily responsible for administrative and supervisory direction. Otherwise, there will be no impersonal judgments of worth founded on actual results and accomplishments.

Strictly speaking, each one of the several matters entering into the make-up of the school is subject, in some degree, to each one of the different forms of control indicated. There is legislative control of ideals, finance, buildings, teachers, instruction, discipline, and, indeed, of all the different features of organized education. There is likewise an administration, a supervision, and an inspection of each.

All of the evidence considered has emphasized the important fact that there seems to be nowhere, at least within the school system, a clear and conscious discrimination between those activities of control that are administrative in character and those that are supervisory or inspectorial. The absence of this distinction in the minds of those charged with the main responsibility has been, it is believed, an important factor in retarding the progress and complicating the development of the public school system.

CHAPTER III

THE NEW YORK CITY SYSTEM OF SCHOOL CONTROL AND ITS GENERAL RELATIONS TO THE SUPERVISORY ORGANIZATION

HISTORICAL

A BRIEF review of the recent historical development of the existing plan of school organization and control will serve as a basis for an understanding of many of the characteristic features of the educational system of the city.

The Greater New York charter (chapter 387 of the Laws of 1897) united and consolidated into one municipality the former City of New York, comprising what is now the Borough of Manhattan and the Borough of The Bronx; the former City of Brooklyn, which is coincident with Kings County; the County of Queens, which is now the Borough of Queens; and the County of Richmond, which is now the Borough of Richmond.[1] In this large territory, covering about 320 square miles, and containing at the time a population of three and a quarter millions,[2] there were

[1] "All the municipal and public corporations and parts of municipal and public corporations, including cities, villages, towns, and school districts, but not including counties within the following territory, to wit: The County of Kings, the County of Richmond, the City of Long Island City, the Towns of Newtown, Flushing, and Jamaica, and that part of the Town of Hempstead, in the County of Queens, which is westerly of a straight line drawn . . ., are hereby annexed to, united, and consolidated with the municipal corporation known as the Mayor, Aldermen, and Commonalty of the City of New York, to be hereafter called 'The City of New York.'" — The Greater New York Charter, 1897, sec. 1.

[2] 2,507,414 (1890); 3,437,202 (1900). U. S. Census.

three city school systems: that of the former City of New York, that of the former City of Brooklyn, and that of the former City of Long Island City. In addition to these regularly organized city school systems, there were thirty-five school districts in the County of Queens and twenty-nine school districts in the County of Richmond, each under an independent school board or board of trustees. Quite obviously, the variation in the forms of administrative procedure, in the plans of supervisory and inspectorial control, in the programs of study, in the standards of teaching, and in the methods of selecting teachers was as great as the number of school boards. Indeed, the widest differences often prevailed between schools within the same city. The chief problem sought to be solved by the Greater New York charter was the administrative organization of these many radically different school units into one harmonious school system.[1]

[1] "The method of administering the schools in the various communities now consolidated into a single city were as various as the schools themselves. In the old City of New York (now the Boroughs of Manhattan and The Bronx) there was a Board of Education, consisting of twenty-one members, vested with powers chiefly legislative, and a Board of Superintendents, consisting of a City Superintendent and fifteen assistant superintendents, charged with the general supervision of the schools and the licensing and nomination of teachers. In addition, the city was divided into thirty-five inspection districts, for each of which the Mayor was authorized to appoint five inspectors, whose duty it was to visit and inspect the schools of their several districts and report the results of their investigations. In the City of Brooklyn, there was a Board of Education, consisting of forty-five members, which possessed not only legislative powers, but, through local committees, — a local committee of three members being appointed for each school, — the power to nominate and appoint all teachers; and a Superintendent of Schools and two associate superintendents, whose duty it was to supervise schools and to license teachers. In what is now the Borough of Queens, in addition to the Board of Education of Long Island City, there were thirty-five school districts, each having an independent school board or board of trustees. In what is now the Borough of Richmond, there were twenty-nine school districts, each under an independent school board or board of trustees." — First Annual Report of the City Superintendent of Schools, 1899, p. 3.

The charter of 1897, which went into effect in February, 1898, provided for four borough school boards for the five boroughs as organized.[1] Each of these school boards had practically entire control of the schools within its own borough. Each borough had its own superintendent of schools and a staff of assistant (associate) superintendents. There was a board of education for the consolidated city, composed of nineteen representatives from the borough school boards.[2] This "central" board of education, as it soon came to be known, had authority chiefly over fiscal affairs and physical matters, the most important of which were, (a) the distribution of the funds provided by the charter for the payment of teachers' salaries; (b) the recommendation of school sites to the city authorities and the erection of school buildings; (c) the establishment of minimum qualifications — academic and professional — for teachers' licenses. This board also appointed a city superintendent of schools, whose chief powers consisted in (a) nominating to the Board of Education, from a list prepared by the Municipal Civil Service Commission, the four members of the Board of Examiners; (b) reporting upon the condition of the schools of the city, without, however, any real authority to remedy defects; (c) presiding over meetings of the Board of Examiners and voting on the granting of licenses.

Each borough school board was authorized to appoint

[1] Manhattan and Bronx, twenty-one members; Brooklyn, forty-five members; Queens, nine members; Richmond, nine members.

[2] The Borough of Manhattan and the Borough of The Bronx constituted a single unit, having eleven representatives (including the chairman) in the central board of education, one borough superintendent of schools, and sixteen associate superintendents. The Borough of Brooklyn had six representatives (including the chairman) in the central board of education, one borough superintendent of schools, and eight associate superintendents. The Borough of Queens and the Borough of Richmond each had one representative (the chairman) on the central board of education, a borough superintendent of schools, and two associate superintendents.

teachers, but only on the nomination of the borough board of superintendents, except in Brooklyn, where, by the terms of the charter, the old method of appointment through a local committee for each school was continued.[1]

THE REVISED CHARTER

The early experiences under the first charter were sufficient to demonstrate that the possibility of securing under its provisions any effective unification or direction of the schools of the city was very remote.[2] The Revised Charter of 1901, which, as regards the school system, became effective in February, 1902, endeavored to correct the weakness of the former charter by increasing, to a marked degree, the centralized control of the public schools.

The reorganization, under the Revised Charter, abolished

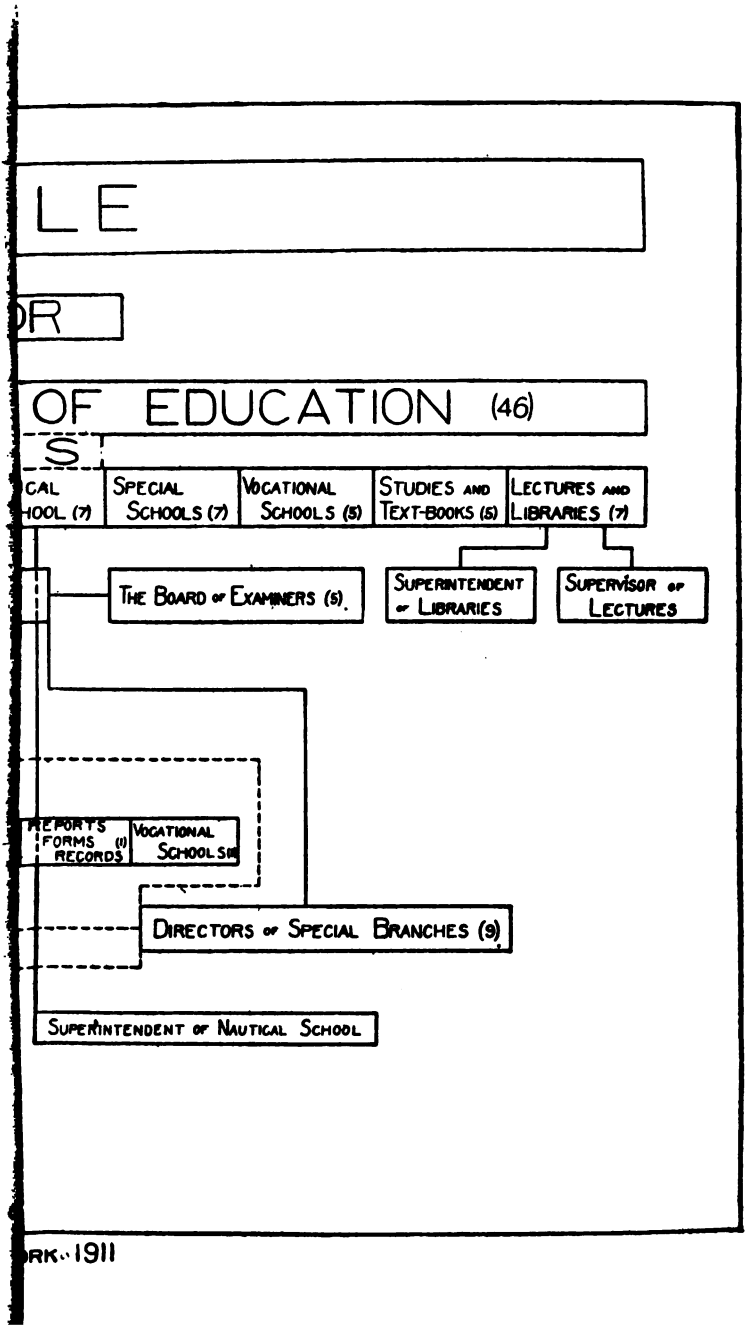
[1] For a discussion of the method of appointing teachers in Brooklyn, see First Annual Report of the City Superintendent of Schools, 1899, pp. 86–88.

[2] (a) "The system adopted in 1898 was a compromise, and, like many compromises, failed to work satisfactorily. Under it there was difficulty in fixing responsibility; there was more or less duplication of labor; there was a lack of uniformity in educational work; conflicts of authority between the central board and the school boards occurred. Especially was there a lack of harmony between the Brooklyn School Board and the Board of Education, which the Manhattan-Bronx School Board, by virtue of selecting eleven of the nineteen members, practically controlled. The peculiar 'Brooklyn idea,' — the local committee system, — which differentiated that borough absolutely from the rest of the city in the appointment and promotion of teachers, was a potent cause of friction. The strong demand for unity in educational administration was heeded by the Commission appointed to revise the Charter; and the amended charter passed by the legislature in 1901 radically changed the administrative machinery and introduced a new system." — Palmer, *The New York Public School*, pp. 298–299. (b) "The plan of school administration led to constant confusion and misunderstanding, and even litigation between the central authorities and the borough authorities, so that but little progress was made in the schools between 1898 and 1902, when the charter was modified to assume its present form." — City Superintendent Maxwell, Communication of September 6, 1911.

the several borough school boards and provided for one board of education for the entire city, consisting of forty-six members, appointed by the Mayor — twenty-two for the Borough of Manhattan, fourteen for the Borough of Brooklyn, four for the Borough of The Bronx, four for the Borough of Queens, and two for the Borough of Richmond. As a safeguard against the unwieldy size of the board of education, provision was made for an executive committee of fifteen, " for the care, government, and management of the public school system of the city." Each borough was to be represented on the committee, to which the board was authorized to depute any of its administrative powers.

By far the most significant feature of this revised plan of school control was the centralized organization of the scheme of supervision. The powers of the City Superintendent of Schools were greatly extended. For the first time in the history of the Greater New York territory, the City Superintendent became the real, responsible, professional head of the school system,[1] and in many respects the most important agency in its development. The offices of borough superintendent and associate borough superintendent were abolished. A Board of Superintendents was provided for, consisting of the City Superintendent and eight associate city superintendents. To this board extensive powers were given. The practical initiative in all matters purely educational was committed to it. It was authorized to recommend to the Board of Education grades and kinds of licenses, and the qualifications therefor; to establish, subject to the approval of the Board of Education, rules for the gradation, promotion, and transfer of pupils; to recommend textbooks, apparatus, and other scholastic supplies; to recommend courses of study; to prescribe regulations relative to methods of teaching, and make syllabuses of topics in the various subjects taught; and to nominate to the Board of

[1] As limited by those powers given to the Board of Superintendents.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SUPERVISOR OF LECTURES
REPORTS FORMS (1) RECORDS
VOCATIONAL SCHOOLS
DIRECTORS OF SPECIAL BRANCHES (9)
SUPERINTENDENT OF NAUTICAL SCHOOL

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Education persons to fill all vacancies in the teaching force. Nominations (except principals of high schools, and principals and teachers of training schools) were required to be made from eligible lists prepared by the Board of Examiners, the Board of Superintendents having liberty to select from the first three names on the list. Teachers were to be appointed, as far as practicable, for districts within the boroughs in which they resided.

All the borough and associate borough superintendents were continued in office, either as associate city superintendents or district superintendents.

THE GENERAL SCHEME OF CONTROL

The accompanying diagram attempts to represent the relation and interdependence of the several boards, officers, and other instrumentalities that constitute the organized scheme of public school control. It further exhibits the complexity of this organized scheme due to the increasing division of control and the resulting specialization.

THE GENERAL PRINCIPLE OF THE EXISTING PLAN OF CONTROL

The City Superintendent of Schools, in his fifth annual report for the year ending July 31, 1903, the first complete year of the operation of the Revised Charter, set forth the essential principle underlying the revised scheme of educational control.

"During the entire period covered by this report the public school system of the City of New York has been operated under the plan laid down by the Revised Charter, which became effective, as far as the schools were concerned, on February 3, 1902. By August 1, 1902, when the period covered by this report begins, what properly might be called the period of transition from the old plan of school management to the new centralized method of control had

passed. By that time the new Board of Education, of forty-six members, was fully organized, and was discharging, without hesitancy, all the functions of administrative control exercised formerly by a central Board of Education and four borough school boards. The Board of Superintendents, consisting of eight members, appointed as Associate City Superintendents, and the City Superintendent, as chairman, similarly had succeeded to functions distributed formerly among four borough boards of superintendents and the City Superintendent. Some of these functions formerly distributed among the borough, but now vested in a single Board of Superintendents, are as follows: Nomination of teachers, the recommendation of scholastic supplies and text-books, the suggestion of courses of study, the direction of school organization and methods of instruction, and in general the performance of all duties arising under those sections of the charter which place the initiative in all matters purely educational in the hands of the Board of Superintendents, subject to the approval of the Board of Education. Under the old plan the several boards of borough superintendents had been free to act without uniformity, with the result that there existed in the City of New York four school systems, all differing in aims and in standards.

"By this time, too, the city had been divided into forty-six school districts. To each pair of these districts had been assigned a district superintendent, who, thereby, was made the local supervising officer, and, as such, was held responsible for the schools entrusted to his care. Under the old plan these superintendents, of whom there are twenty-six, had been compelled to devote much of their time, as members of boards of borough superintendents, to preparing suggestions for administrative legislation. Under the new system these men were released from this unnecessary work and made free to give their time to actual supervision in the schools, a most important branch of school administration, which, heretofore, had been too much neglected.

Under the plan now in effect the district superintendent is absolutely responsible for the scholastic welfare of each school in his territory. This responsibility makes it necessary that he should be thoroughly familiar with the inner workings of each school. At the same time this plan puts into each neighborhood an officer to whom the citizen can go for the righting of grievances — a fact which brings the administration of the schools into more intimate personal contact with the people.

"The districting of the schools was a necessary preliminary to the appointment by the borough presidents of the forty-six local school boards. These boards consist each of five members, appointed by the borough presidents; one member of the Board of Education, assigned by the president of the Board of Education; and a district superintendent, who, by virtue of his office, becomes the educational adviser of the local boards within his territory. The creation of these local school boards, and the manner in which they have discharged their functions, have brought the administration of the schools very much closer to the people. In the first place, the local school board, which represents the people, has direct representation in the Board of Education through the member of that body who is, *ex officio,* a member of the local school board. In the second place, through the district superintendent, the local board and the people secure the presentation of their views to the Board of Superintendents.

"The system of representation, moreover, works in another direction. The Board of Superintendents has its representative member, the City Superintendent, in the Board of Education, and that body, through him, as well as through its individual members, can express its views to the local school boards, and to the district superintendents.

"A careful study of the workings of the system in the several districts soon convinced me that responsibility among members of the Board of Superintendents must also be determined and definitely fixed. Such a plan, moreover, I

felt would give the teachers and the people a more direct representation in the Board of Superintendents than the charter contemplated. To bring about this improvement I introduced a scheme of grouping several school districts into a division, and assigned to the care of each division one of the Associate City Superintendents. This plan, while not prescribed by the charter, is entirely in consonance with its intent, and certainly is in no way prohibited. I found it expedient to constitute seven of these divisions among the elementary schools, and to place the high schools of the entire city in the eighth division. Under this plan the district superintendents and, through them, the schools in their respective districts, are made directly responsible to an Associate City Superintendent, who, in turn, is responsible for the educational welfare of his division of the city. The Division Superintendent, under this plan, is supposed to represent directly in the Board of Superintendents the interests of the schools under his charge.

"There remained three District Superintendents not needed for district work among the elementary schools proper. One of these was assigned to the care of summer schools and playgrounds; the second to the supervision of the evening schools, and the third to the inspection of high schools. The Associate City Superintendents also were appointed to committees, each of which is charged with the development of some important phase of public education. This scheme of supervision throughout the city, as can be readily seen, is one which fixes responsibility, instead of scattering it. Under such a system it becomes a simple matter to lay one's finger on the man responsible when aught goes wrong. When the responsibility has been fixed, the correction of defects is comparatively simple. So definite is this responsibility that some one person is made responsible for the welfare of each child in school, and culpable of neglect if any child of school age is allowed to be out of school. . . .

"Under the new charter the City Superintendent was

required to assume many new duties. He was required, for the first time, to take an active part in the actual management of the schools. The inhibition in the charter against his 'interference in the actual conduct of any school' was annulled. He assumed the educational functions that naturally belong to his office. The full control of the department of truancy was placed in his hands, instead of being divided among several school bodies.

"The Board of Examiners, under the new charter, continued practically its old duty, with the welcome exception that a single standard of licenses was substituted for the old condition, where each borough had different requirements for the same licenses.

"That this system of cross-representation from the people to the Board of Education, and to the Board of Superintendents, and the City Superintendent, has worked smoothly is established by the fact that there has been no demand for any material change in the charter. Each element of the system has moved harmoniously for the interest of the schools, and has demonstrated its usefulness in the particular field to which the charter assigned it. As far as the schools themselves are concerned, the effect of the Revised Charter during this period is to be determined most accurately by the year's record of actual accomplishment. A statement of what has been done follows, and on this I am willing to found my assertion that centralized control of education has been of material benefit to the schools." [1]

The extent to which this system of supervisory organization has, after a decade of practise, been successful in establishing those conditions that underlie the effective activity of teachers and the best welfare of children is a fundamental question discussed in this volume.

[1] Fifth Annual Report of the City Superintendent of Schools, pp. 11–15.

THE GENERAL NATURE OF THE EXISTING PLAN OF CONTROL

On the administrative as well as the supervisory side, the present organization is the result of a compromise, rather than of a carefully devised plan to meet specified ends. The consolidation act of 1897, and the Revised Charter of 1901, were obliged to recognize the practises and organization of public schools as they then existed in the several cities and boroughs. The obligations of the different municipalities entering into the Greater City needed to be carried out; the rights of individuals already possessing a status must be protected. A decade and a half of compromise would seem to be sufficient. It is now imperative that compromise give way to some plan established for the single purpose of directly meeting the educational needs of the children of the city.

It is relevant at this point to indicate one of the principal conclusions of the present study: That, under the existing organization and mode of operation, the schools of the city are under the continued necessity of reacting to a maximum amount of external administrative control, are influenced by a minimum amount of competent expert and constructive supervision, and do not receive the benefits of regular inspection, and of unbiased estimates of the value of their methods and products. The major energies of the supervisory staff, including the City Superintendent, associate superintendents, district superintendents, supervisors, directors, as well as principals and assistant principals, are consumed by the general administrative and routine, clerical duties. Altogether too little genuine and progressive leadership influences the work of the teachers or the accomplishment of pupils. This general situation is in large measure due to the previously mentioned failure to distinguish between the essential administrative, supervisory, and inspectorial forms of control. In this connection the mere business of external organization and operation of a system of public schools for a rapidly expanding city of a diverse

population of five millions has been, it must be admitted, a disturbing factor of no small influence.

The schools have been maintained under a form of control that is distinctly administrative and mechanical; a form of control that has not kept a single eye on the real substance and worth of teaching and education. The schools have not been kept under the influence of that effective supervision and inspection which gives unity, purpose, and high standard of attainment to the work of teachers. *There is a striking lack of consciousness within the school system of the radical difference between merely keeping the schools in operation, and keeping the schools in operation so as to produce tangible results of high quality. The organization of the school system has been from the top down, rather than from the bottom up, — a procedure as obstructive to progress and real growth in education as it is in other human institutions.*

EXHIBIT I. THE BOARD OF SCHOOL CONTROL

City	Population	Name of Board	Selection	No. of Members	Term
New York	4,766,883	Board of Education	By Mayor; from the several boroughs as apportioned by city charter	46	5 years
Chicago	2,185,283	Board of Education	By Mayor, with advice and consent of council; from city at large	21	3 years
Philadelphia	1,549,008	Board of Public Education	By judges of Courts of Common Pleas; from district at large	15	6 years
St. Louis	687,029	Board of Education	Popular election; from city at large	12	6 years
Boston	670,585	School Committee	Popular election; from city at large	5	3 years
Cleveland	560,663	Board of Education	....	7	4 years
Baltimore	558,485	Board of School Commissioners	By Mayor, with approval of Second Branch of city council; from city at large	9	6 years
Pittsburg	533,905	Board of Public Education	By judges of Courts of Common Pleas; from district at large	15	6 years
Detroit	465,766	Board of Education	Popular election; one member from each ward	18	4 years
Buffalo	423,715	Schools under control of the Common Council; the president of the Board of Aldermen appoints a standing School Committee of 7 members which reports to council			
San Francisco	416,912	Board of Education	By Mayor; from city at large	4[1]	4 years
Milwaukee	373,857	Board of School Directors	Popular election; from city at large	15	6 years
Cincinnati[2]	363,591	Board of Education	Popular election; 3 from city at large and 24 from the several sub-districts	11	4 years
Newark	347,469	Board of Education	By Mayor; from city at large	9	3 years
New Orleans	339,075	Board of School Directors	Popular election; from city at large	5	4 years
Washington	331,069	Board of Education	By judges of Supreme Court of D. C.; from district at large	9	3 years
Los Angeles	319,198	Board of Education	Popular election; from city at large	7	2 years
Minneapolis	301,408	Board of Education	Popular election; from city at large	7	6 years

[1] The Superintendent of Common Schools, *ex officio* a member, without right to vote.

(CITIES OF 300,000 POPULATION AND OVER)

Compensation	Vacancies each year	No. of Women Members	Citation	Local and Visiting Boards
None	9 or 11	5 (1912)	City Charter, Sec. 1061	46 local boards of 7 members, who are the district superintendent, one member of the Board of Education, and 5 members appointed by president of local borough
None	7	1 (1911)	Acts, 1911, relating to Free Schools, Sec. 128	Sub-committee of 3 from Board of Education for each of the 14 districts
None	5 every 2 years	None (1912)	Act of May 18, 1911, Art. 1 and 2	....
None	4 every 2 years	None (1912)	Act of March 23, 1897, Sec. 1, 2, and 4	
None	1, 2, or 3	None (1912)	Acts 1905, Chapter 349, Sec. 1	
None	Varies	.....	Revised Statutes, Sec. 3897	
None	3 every 2 years	None (1913)	City Charter, Secs. 25, 99	Board of Commissioners appoints at least one resident of each school community as a school visitor
None	5 every 2 years	2 (1912)	Act of May 18, 1911, Art. 1 and 2	
None	8 or 10 every 2 yr.	None (1912)	City Charter, 1904, Secs. 593, 614	
....	....	....	City Charter 1908, Title, XII	Mayor appoints a Board of Examiners — 5 citizens to visit and inspect the schools and conduct teachers' examinations
$3000 per yr.	1	1 (1910)	Charter of City and County of San Francisco, Art. VII, Ch. I, Sec. 1	
None	5 every 2 years	2 (1911)	School Law of Wis. 1911, p. 275, Sec. 1	A Citizen Committee of 5 appointed by Pres. of Board of School Directors to advise Board concerning Trade Schools
None	Varies	1 (1912)	Revised Statutes, Sec. 3897	....
None	3	None (1911)	1911, Ch. 233	....
None	5 every 4 years	None (1909)	Acts of 1912, No. 214, Secs. 70, 73	
None	3	3 (1912)	Organic Law, Sec. 2	....
None	7 every 2 years	None (1909)	Charter of city as amended 1907, Art. 7, Sec. 69, Art. 9, Secs. 195–6	
....	2 every 2 yr. 3 every 6th yr.	1 (1911)	City Charter, Ch. 2, Sec. 2, as amended up to 1905	

[2] Cincinnati board reorganized, Jan. 1, 1914, with seven members.

EXHIBIT II

GENERAL SUPERVISORY ORGANIZATION

(Cities of 300,000 Population and Over)

City	City Superintendent			
	Selected How	Term (years)	Salary	Citation
New York	Board of Education	6	$12,000	Charter, Sec. 1067
Chicago	Board of Education	1	10,000	Rules, 1910, Ch. II, Art. II
Philadelphia	Board of Education	1	9,000	By-laws, 1910, Art. I, Sec. 1
St. Louis	Board of Education	4	8,000	Rules, 1911, Rule 3
Boston	School Committee	6	10,000	Rules, 1912, p. 7, Sec. 5
Cleveland	Board of Education	Not longer than 5	6,000	Statutes, Sec. 4017a
Baltimore	Board of School Commissioners	No rule	5,000	Rules, 1907, Art. VI
Pittsburg	Board of Education	4	9,000	Act of May 18, 1911, Sec. 2223
Detroit	Board of Education	3	6,000	Charter, Sec. 598
Buffalo	Popular election	4	7,500	Charter, 1896, Secs. 45, 330
San Francisco	Popular election	4	4,000	State constitution, Art. IX, Sec. 3
Milwaukee	Board of Education	3	6,000	Laws, 1907, Ch. 459, Sec. 9
Cincinnati	Board of Education	5	10,000	Rules, 1911, Rule 54
Newark	Board of Education	No rule	7,000	Rules; Rule 8
New Orleans	Board of Directors	4	5,000	Act 214, 1912, Sec. 70
Washington	Board of Education	3	5,000	Organic Law, Sec. 3
Los Angeles	Board of Education		6,000	Charter, Art. VII, Sec. 71
Minneapolis	Board of Education	3	5,500	Rules and Regulations, 1910, Sec. 10

EXHIBIT II

GENERAL SUPERVISORY ORGANIZATION

(Cities of 300,000 Population and Over)

Board of Superintendents	Associate Deputy or Assistant Superintendents	
Composition	Selected How	Number
City Superintendent and eight associate superintendents	Associates by Board; District by Board upon recommendation of Board of Superintendents	Associate 8 District 26
Assistant and District Superintendents	Board	Assistant 2 District 12
City Superintendent and four associate superintendents	Board, upon recommendation of Superintendent	Associate 4 District 10
	Board, upon recommendation of Superintendent	Assistant 4
City Superintendent and six assistant superintendents	Board	Assistant 6
	Board	Assistant 4
City Superintendent and six assistant superintendents	Board	Assistant 6
	Board, upon recommendation of Superintendent	Associate Assistant District
	Superintendent	Assistant 14
	Superintendent	Deputy 4
	Board, upon recommendation of Superintendent	Assistant 3
	Board, upon recommendation of Superintendent	Assistant 1
	Board of Education	Assistant 3
	Board	Assistant 2
	Board, upon recommendation of Superintendent	Assistant 2
	Board	Deputy 1 Assistant 1
	Board, upon recommendation of Superintendent	Assistant 2

CHAPTER IV

THE SCHOOL AS THE UNIT FOR SUPERVISION

THE PRINCIPAL AS A SUPERVISOR

WHATEVER may be the theory by which a school system is organized and operated, the single school must be taken as the working basis for the calculation of the educational worth of organization, methods, and results. The center of gravity of supervisory control, in so far as supervision fulfils its legitimate functions, is the principal. The time-worn epigram, "As is the teacher, so is the school," has lost, through the complexities, magnitude, and regimentation of public education in the modern city, most of its practical significance and force. "As is the *principal,* so is the school" more nearly represents the truth. Upon the independence, skill, and qualities of leadership of the principal depend primarily the ideals, standards, and achievements of teachers and pupils. In fact, if the already indicated characteristic of effective school supervision be accepted as fundamental — that supervision is dominantly and constantly personal in its methods and objects in order to attain its constructive ends — then, in the office of the principal will be found the measure of the real, as well as the potential, value of the supervisory organization.[1]

[1] See F. M. McMurry, *Elementary School Standards* (School Efficiency Series, World Book Co., 1913) for a detailed presentation of the work of elementary school principals as supervisors.

SUPERVISORY ORGANIZATION OF ELEMENTARY SCHOOLS

The evident intention of the existing practise is to regard each fully provided and permanent school building as the unit for school organization and supervision. A principal is the responsible head of such a unit. The separate organization, of boys' and girls' schools, or of grammar and primary schools, within the same building, which formerly obtained, especially previous to 1897, has for the most part been discontinued.[1]

The policy of consolidating into one school, under one principal, separate school organizations housed in one building has been justified by the City Superintendent of Schools by the following arguments of unquestionable soundness.

> "On behalf of the policy of placing all the teachers and their classes assembled in one building under one administrative head, the following claims may justly be made:
>
> "First, there is economy in expenditure for supervisory purposes — a very important matter when, owing to the marvelously rapid growth of the public school system, there is considerable doubt at the beginning of each year whether the annual appropriation will be sufficient.
>
> "Second, there is economy in space; that is, each

[1] "There was a strong tendency during the period under review (1890–1897), and for several years previously, in favor of consolidating schools and departments, where practicable, in the interest of efficiency and economy, and repeated recommendations on this head are to be found in the annual reports of the City Superintendent. The Board adopted many of these. Consolidations were rendered easier by the abolition, in 1897, of the separation between grammar and primary schools. The primary schools (forty-eight in all), which had been numbered by themselves, were thereupon renumbered, to follow in consecutive order the grammar schools, and since that time, all the schools, without reference to the grades taught in them, have been designated simply as public schools." — Palmer, *The New York Public School*, pp. 192–193.

building may be made to accommodate a larger number of pupils with one organization than with two organizations — a consideration of paramount importance when the necessity for reducing the number of children on part time is concerned. When there is only one school organization in a building, it is easier to keep every seat occupied through the consolidation of small classes than when there are two organizations.

"Third, the character of the supervision is, as a rule, improved, because there is a better opportunity to unify and coördinate the work of teachers and pupils. A school reaches its highest efficiency when it is so organized that all teachers coöperate to reach a common purpose, and when the efforts and the experience of all teachers are made to reënforce the efforts and experience of each teacher. Such a result is most easily attained under the influence of one directing mind." [1]

Under the by-laws now governing the organization of elementary schools the following provisions for the supervision of such schools are made: [2]

a. Less than *six* classes — Senior teacher. Teaches a class.
b. *Six* to *seventeen* classes; grades *below* 7A — Teacher in charge, i. e., assistant to principal (head of department), or person holding higher license. May be required to teach a class.
c. *Six* to *seventeen* classes; any grades *above* 6B — Head teacher or assistant to principal (head of depart-

[1] Seventh Annual Report of the City Superintendent of Schools, pp. 41–42.

[2] See Appendix A for these by-laws. For the purpose of indicating the recent tendencies, the by-laws, as they existed prior to January 1, 1912, are presented in addition to those now in force, and adopted to make the adjustment thought necessary on account of the 1912 salary schedules.

ment), or person holding higher license. Relieved from teaching a class.

d. *Eighteen* or more classes — Principal. No teaching.

The by-laws provide for supervisory and clerical assistance as follows:

a. *Twelve* or more classes — Additional teacher.
b. *Twelve* to *twenty-seven* classes — One assistant to principal when school has high school department and elementary school has twelve or more classes.
c. *Twenty-eight* or more classes — One assistant to principal.
d. *Forty-eight* or more classes — Two assistants to principal.
e. *Fifty-eight* or more classes — Two additional teachers.

The following distributions of elementary school organizations, according to the above classification, have been compiled from the official directory of schools, issued February 1, 1912. The data of this table show that the problem of supervision is the supervision of large schools.

	Manhattan	Bronx	Brooklyn	Queens	Richmond
a. Less than six classes	1	0	3	16	14
b. Six to seventeen classes, below 7A	5	2	16	18	4
c. Six to seventeen classes, above 6B	1	5	5	18	46
d. Eighteen or more classes	153	37	144	33	10
a. Less than twelve classes	3	5	13	42	20
b. Less than twenty-eight classes .	25	15	66	68	29
c. Twenty-eight to forty-seven classes	74	20	76	15	5
d. Forty-eight or more classes . . .	57	9	26	2	0
e. Fifty-eight or more classes . . .	34	5	6	1	0

In effect, the new by-law, as formulated to correspond with the provisions of the 1912 salary schedules, (a) increases the number of classes necessary for "principal" schools from twelve to eighteen; (b) adds an additional teacher for schools having twelve to forty-eight classes; (c) diminishes from three to two the number of assistants to principal in schools of sixty-seven or more classes.

SUPERVISORY STAFF OF ELEMENTARY SCHOOLS: STATISTICAL

Certain distinctive features of the problem of supervision of the elementary schools of the city are exhibited in the following tables (I and II). To select, to organize, and to maintain on a high level of effectiveness and coöperation a staff of nearly nine hundred supervisors in five hundred schools are tasks the successful performance of which demands the best of civic and educational ability. The proportion of supervisors in elementary schools — i. e., principals, heads of departments, and assistants not teaching — to regular teachers, as shown by Table II, would seem to be an adequate one; providing that these supervisors are competent, and free to devote themselves chiefly to those matters that should have first claim upon time, energy, and skill.[1]

SUPERVISORY STAFF OF ELEMENTARY SCHOOLS: SALARIES

A detailed, critical discussion of the complicated and widely debated question of the compensation of teachers and supervisors in the New York public school system, however fundamentally related to quality of service, is not possible here. The schedules of salaries of those occupying supervisory positions in the elementary schools of the city are presented[2] as the basis for the expression of a general

[1] As a matter of fact, this freedom for supervisory work does not obtain. See F. M. McMurry, *Elementary School Standards.*

[2] See Appendix B for the old (prior to January 1, 1912) and the new schedules.

TABLE I

SHOWING THE NUMBER OF SUPERVISORY OFFICERS IN ELEMENTARY SCHOOLS — PRINCIPALS, HEADS OF DEPARTMENTS, AND ASSISTANTS NOT TEACHING — FOR EACH YEAR DURING THE FIVE-YEAR PERIOD, 1907–1911, INCLUSIVE[1]

	1907 (p. 31)	1908 (p. 35)	1909 (p. 41)	1910 (p. 40)	1911 (p. 36)
Manhattan	331	339	356	354	354
Bronx . .	64	71	77	79	84
Brooklyn .	276	276	302	316	316
Queens . .	61	68	77	80	81
Richmond .	19	63	22	24	23
Totals .	751	817	834	853	858

TABLE II

SHOWING THE RATIO OF THE NUMBER OF SUPERVISORY OFFICERS TO THE NUMBER OF REGULAR TEACHERS IN ELEMENTARY SCHOOLS FOR EACH YEAR DURING THE FIVE-YEAR PERIOD, 1907–1911, INCLUSIVE[1]

	1907 (p. 31)	1908 (p. 35)	1909 (p. 41)	1910 (p. 40)	1911 (p. 36)
Manhattan	18.3	18.5	17.6	18.0	18.1
Bronx . .	18.9	18.6	18.1	18.8	18.8
Brooklyn .	16.6	17.8	17.1	17.1	17.4
Queens . .	17.5	17.2	16.1	16.0	16.3
Richmond .	17.1	15.7	17.2	15.8	16.7

[1] Compiled from the annual reports of the City Superintendent of Schools. The number in parentheses under each year refers to the page of the report from which the data are taken.

conclusion regarding the financial attractiveness of these positions as compared with the financial attractiveness of supervisory positions outside of the City of New York. It must be clearly understood that in making this comparison there is no implication that the existing salaries for elementary school principalships and related positions in the school system are either too high or too low. This statement, though, seems to have ample foundation: that, speaking generally, New York City is paying for supervisory service according to a standard equal to, and perhaps above, that of other cities. Reliable and comprehensive information as to the existing salary schedules of elementary principals of other cities is not available; even though this information could be obtained, it is doubtful if it could be here employed for comparative purposes. If, however, the salaries of city superintendents of schools of other cities are compared with those of elementary school principals of New York City, it may be concluded that in so far as compensation serves to attract ability, the City of New York should be able to compete to a fair advantage for competent men and women to supervise schools.

The following tables (III and IV) are self-explanatory. The median annual salary of the city superintendents in one hundred and three cities of fifty thousand population and over (Census 1910) is between $3,750 and $4,000; in ninety-four cities of between twenty thousand and one hundred thousand population, in the North Atlantic States, the median annual salary is between $2,750 and $3,000.

Under the old schedules the initial salary of men principals of New York elementary schools was $2,750, increasing by an annual increment of $250 until the fourth year of approved service, when the maximum amount, $3,500, was reached. By the provision of the new schedule, the initial salary is $2,300, with an annual increment of $240, until the sixth year of service, when the maximum, $3,500, is reached.

TABLE III

SHOWING DISTRIBUTION OF SALARIES OF SUPERINTENDENTS OF SCHOOLS IN CITIES OF 50,000 POPULATION AND OVER (CENSUS 1910)[1]

$2,000–$2,250	2
2,251– 2,500	6
2,501– 2,750	2
2,751– 3,000	16
3,001– 3,250	0
3,251– 3,500	7
3,501– 3,750	18
3,751– 4,000	15
4,001– 4,250	2
4,251– 4,500	4
4,501– 4,750	0
4,751– 5,000	15
5,001– 5,250	0
5,251– 5,500	1
5,501– 6,000	9
6,001– 7,500	4
7,501–10,000	2
Total	103

Median, $3,750–$4,000

It is fair to assume that the cities included in Tables III and IV maintain, for their chief educational office, standards of personality, education, training, and experience at least equal to those in force in New York for elementary school principals.

SELECTION OF ELEMENTARY SCHOOL PRINCIPALS: TRAINING; EXPERIENCE; AGE

A thorough study of the existing requirements and methods of selection of principals and assistants to principal has not been made. Certain features of the system now in operation are selected for brief consideration.

[1] Compiled from Annual Report of U. S. Commissioner of Education, 1911, pp. 620–643. Five cities, no data.

TABLE IV

SHOWING DISTRIBUTION OF SALARIES OF SUPERINTENDENTS OF SCHOOLS IN CITIES OF 20,000 TO 100,000 POPULATION (NORTH ATLANTIC STATES) (CENSUS 1910)[1]

$1,400–$1,500	1
1,501– 1,750	0
1,751– 2,000	15
2,001– 2,250	4
2,251– 2,500	19
2,501– 2,750	6
2,751– 3,000	18
3,001– 3,250	0
3,251– 3,500	12
3,501– 3,750	5
3,751– 4,000	6
4,001– 4,250	1
4,251– 4,500	3
4,501– 4,750	0
4,751– 5,000	4
Total	94

Median, $2,750–$3,000

The following table (V), relating to the education and experience of elementary school principals appointed during 1908–1909, 1909–1910, 1910–1911, and 1911–1912 (February 1), has been prepared from the official records in the City Superintendent's office. It reveals the significant fact that approximately three-fourths of those appointed to elementary school principalships during recent years not only have received their entire education and training within the schools of New York, but also have had the whole of their teaching experience within the school system. Less than 10 per cent of those appointed have had any profitable experience in schools outside. Admitting that the system

[1] Compiled from Annual Report of U. S. Commissioner of Education, 1911, pp. 620–643. Six cities, no data. States included: Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island, New York, Pennsylvania, New Jersey.

TABLE V

RELATING TO THE EDUCATION AND EXPERIENCE OF ELEMENTARY SCHOOL PRINCIPALS APPOINTED DURING 1908–1909, 1909–1910, 1910–1911, AND 1911–1912 (FEB. 1)

	Men	Women	Total
NUMBER OF APPOINTMENTS	43	41	84
EDUCATION AND TRAINING —			
Entirely within the city	27	30	57
Partly within the city	10	3	13
Entirely outside the city	6	8	14
PREVIOUS EXPERIENCE —			
Entirely within the city	32	29	61
Outside of the city	11	12	23

of selection of principals now controlled by the Board of Examiners results in the appointment of the most capable of those presenting themselves as candidates, the marked tendency of this system toward inbreeding should not be permitted to continue unheeded. Every school system requires for its progressive development the infusion of new blood — both teachers [1] and supervisors, whose attitudes and standards of value have not become conventionalized,

[1] "It will be noticed that during the last three or four years the number of persons trained in schools and colleges, other than those of the City of New York, has been diminishing. The diminution is probably due to the fact that teachers' salaries have been generally increased throughout the villages and cities of this state and neighboring states. These increased salaries, though seldom, if ever, equal to those paid in New York, are really quite as large, if not larger, because in smaller places the cost of living is less. Hence of late there has been little financial incentive to seek positions in New York. In view of the increase in the salaries of our women teachers, however, after January 1, 1912, it may be expected that the number of teachers coming from the outside will again increase. This is an effect greatly to be desired, as nothing is more deadening to a school system than continually filling

and whose influence, therefore, counteracts the narrowness and provincialism which are *inevitable characteristics of the highly organized life of a great city.*

New York City has become a great center of industrial, commercial, civic, intellectual, and artistic activity; hence it offers unusual opportunities for persons of ability, ambition, and energy. If New York is to maintain a public school system equal to the tremendous task imposed upon it, some way must be found to attract to its educational service men and women of mark from outside. At the same time the stimulus of promotion must operate for the best of those within the school system. A Chinese wall about the public schools may protect them from invaders; but the gates should be open to those who bring new ideals, fresh ideas, new modes of action. Only thus will the schools be safe from the blight of isolation and self-sufficiency.

One other question presents itself from a consideration of the data given in Table VI.

The principal's office is one that requires enthusiasm, qualities of leadership, plasticity, training, study. Are these qualities best conserved through a system by which, generally speaking, appointment is postponed until the age of thirty-six, in the case of men, and until forty-four, in the case of women? The issue here raised is a complicated one, one concerning which it is easy to develop controversy. Nevertheless, it is in place to suggest that persons beyond the age of forty, appointed to principalships, unless they have had more or less extended opportunity for close contact with the entire range of elementary school work, or unless they are endowed with conspicuous merit, are not likely to render that quality of service which the welfare of teachers and pupils demands. Only the exceptional individual could

vacancies in the ranks of teachers from those trained in its own schools. The frequent introduction of teachers with diverse training and diverse experience is ever necessary to healthy growth and vigorous vitality." — Thirteenth Annual Report of the City Superintendent of Schools, page 161.

TABLE VI

SHOWING THE AGE OF ELEMENTARY SCHOOL PRINCIPALS AT THE TIME OF APPOINTMENT: PRINCIPALS APPOINTED DURING 1908–1909, 1909–1910, 1910–1911, 1911–1912 (FEB. 1)[1]

Age at Appointment	Number of Men	Number of Women
26	1	0
27	0	0
28	1	0
29	0	0
30	2	0
31	1	0
32	3	1
33	1	0
34	6	2
35	3	1
36	4	1
37	2	1
38	3	3
39	0	0
40	6	3
41	1	1
42	1	1
43	0	2
44	0	4
45	1	4
46	1	4
47	1	2
48	0	2
49	0	2
50	0	0
51	0	0
52	0	2
No Record	5	5
Total,	43	41
Median Age,	36	44

[1] The by-laws of the Board of Education (sec. 66, sub. 2) provide for age limits for licenses as elementary school principals: men, 25 to 45 years of age; women, 25 to 40. *However,* "In the case of applicants who have been ten years in the supervising or teaching force of the public schools of the City of New York, the maximum age for licenses

serve as class teacher or departmental head for a considerable number of years, and develop or retain those characteristics essential to the principalship. Teachers at forty-five may, as is frequently alleged, be rich in altruistic motives and social influence. But those powers and habits of mind that underlie the fruitful supervisory direction of schools are likely to be lacking, unless they have been consciously cultivated.

POWERS AND DUTIES OF ELEMENTARY SCHOOL PRINCIPALS

The Revised Charter does not, naturally and properly, specify the details of the organization and control of the several classes of schools constituting the public school system. However, it is not without significance that the only duty and responsibility of moment prescribed by the charter for principals emphasizes the supervisory functions of this office.[1]

Principals are, under the by-laws of the Board of Education, "the responsible administrative heads of their respective schools." The chief duties and functions of principals, as enumerated by these by-laws, are as follows:

a. To instruct heads of departments and teachers in all matters pertaining to discipline and teaching. (Sec. 43–1.)

b. To carry out the by-laws, rules, regulations, and resolutions of the Board of Education; and the instructions of the City Superintendent of Schools, and the Board of Superintendents. (Sec. 43–1.)

c. To establish standards of teaching for their schools through the organization of the work of teachers, through

as director of a special branch and as principal of an elementary school shall be, for a man, 55 years, and for a woman, 50 years, and for licenses as assistant to principal (women only), 50 years."

[1] "Subject to regulations prescribed by the Board of Superintendents, and under the supervision of the district superintendent in charge, the principal of each school shall direct the methods of teaching in all classes under his charge." — Revised Charter, sec. 1086.

inspection and examination of class work, through model lessons in the presence of teachers, and through conferences with teachers. (Sec. 43–2.)

d. To give special attention to newly appointed, substitute, and unsuccessful teachers; and to keep a record of assistance rendered to such teachers. (Sec. 43–3.)

e. To rate teachers according to their efficiency. (Sec. 43–3.)

f. To report upon the work of teachers holding temporary licenses. (Sec. 39–14 d.)

g. To submit reports to the City Superintendent of Schools, and to the district superintendent. (Sec. 43–4.)

h. To prepare requisitions for text-books and apparatus. (Sec. 43–5; sec. 32–11.)

i. To keep records of class inspections and examinations, and to require heads of departments to keep similar records. (Sec. 43–6.)

j. To direct the work of heads of departments. (Sec. 43–7.)

k. To exercise care that no injury is done to school property, and to report injuries and repairs needed. (Sec. 43–8.)

l. To supervise the janitor as to operating and protecting the heating and ventilating apparatus; and to instruct teachers in the regulation of the temperature of class rooms. (Sec. 43–9.)

m. To keep record of absence and lateness of members of the supervising and teaching force. (Sec. 43–11.)

n. To exercise pupils and teachers in rapid dismissal. (Sec. 43–13.)

o. To engage in no other occupations that will interfere with duties; to give no private lessons for pay in any public school. (Sec. 43–14.)

p. To prepare pay-rolls (Sec. 58–2) accompanied by special report of school sessions. (Sec. 43–16.)

q. To require pupils of all grades, except those of the first two years, to devote one half-hour each day to study in

the class room under the direction of the class teachers. (Sec. 43–17.)

r. To report to the district superintendent inefficient and incompetent teachers. (Sec. 43–18.)

s. To report to the City Superintendent teachers absent without leave of absence properly granted. (Sec. 43–18.)

t. To report to the district superintendent boys to whom employment certificates have been issued. (Sec. 43–20.)

u. To report weekly to the district superintendent names of pupils leaving school for the purpose of engaging in any employment. (Sec. 54–5.)

v. To provide the district superintendent, when the school is visited for examination, with a written statement of facts. (Sec. 41–14.)

w. To oversee the ratings of pupils. (Sec. 49–4.)

x. To keep records of pupils. (Sec. 55–16.)

While the literal expression of the by-laws makes the principal "the responsible administrative head" of his school, the spirit of the by-laws places upon him a large supervisory responsibility. He is, under the obligations of the above prescriptions, especially items a, c, d, e, f, i, r, v, and w, the potential supervisory head of his school. In fact, however, he has no real supervisory independence or initiation. Practically all of the constructive features of his work are under the immediate control of the Board of Superintendents, the associate superintendent, or the district superintendent. In the last analysis, the ineffectiveness of the elementary schools of the city may be measured by the extent to which the principals fail to perform, or are prevented from performing, those activities that are the rightful functions of their offices. Professor McMurry[1] has pointed out some of the hindrances to the proper performance of the supervisory duties of the elementary school principal. I express entire agreement with the con-

[1] See *Elementary School Standards*, pp. 185–211.

clusions he has presented, especially with regard to the detrimental influence of the number of clerical and administrative duties demanded of the principals, consuming, as these duties do, the major amount of time and energy.

In addition, I would emphasize the importance of the waste that now takes place in elementary schools through the system of appointing so-called additional teachers for clerical service — persons neither trained nor adapted to render efficient and economical service of the sort required; and also the waste that takes place from the number and character of the various monthly, annual, and special statistical reports that must be submitted by principals.[1]

[1] It has not been possible to make a careful and detailed examination of all of these reports, with reference to their form and final utility. I have, however, gone over practically all of the statistical reports that are now prepared by elementary and high school principals. On the basis of this, and the information given me by principals, I feel justified in saying that there is not only a large opportunity for the simplification of the statistical reports, but also a necessity of finding out the actual cost of the statistical reporting. Apparently the authorities of the Department of Education have permitted this feature of the work of the schools to grow without special reference to the ends to be served.

The following typical statements, (a) by a principal of an elementary school, and (b) by a principal of a high school, represent fairly the general attitude of principals toward this feature of their work:

(a)

"It would be an excellent thing, as you suggest, to have the clerks selected from a list of persons specially trained and qualified for clerical work instead of from the teacher's list. Such persons should have received special training for the particular work of a clerk, and when in service their work should be inspected by a specialist representing the school authorities. It is most important to secure uniformity in the matter of methods of keeping records and making out reports.

"There should be a central office of statistics; and information desired by building department, supply department, superintendents, or others should be secured from this bureau. The school clerks are kept busy in making out different reports for different authorities, and there is always just enough difference in each request to require the work to be done over.

"All statistics to be called for should be planned in advance, so that

From the evidence gathered during my own personal inspections and visitation of schools, supplemented by the

records should be made in accordance with that aim, and properly prepared cards or other blanks should be furnished at the beginning of the recording.

"When new records, or reports, or even separate items, are required, there should be unification of the entire system. Today too many antiquated records are kept.

"Records and reports should be arranged in a proper series, day, week, year, etc., so that each higher report would be a summary of the lower.

"Special statistical investigation of all the schools never should be made without experimenting in several schools, so that complete directions can be supplied to the city and uniformity secured."

(b)

"*Monthly Report to the Superintendent.* — More labor and useless matter than in any monthly report in any other school system in the country.

"*Annual Report to the Superintendent.* — Too complex; too insistent upon data not kept in the school.

"*Report of Teachers Absent Two Weeks or More.* — Practically a worthless report, because no action is taken on it.

"*Application to Visit Schools.* — A fine example of unnecessary complexity and waste of time.

"*Report of School Visits.* — Mostly a matter of form. No instances known of any use being made of the reports. . . .

"*Request for Permission to Invite Address.* — This I gain from principals' meetings is a cause of much useless irritation.

"*Inventory of School Supplies.* — This is required by the charter of the city. It is a maximum of work with a minimum of profit.

"*Record of Telephone Messages Sent.* — This is a waste of time. The telephones cannot be locked up. There is no means of compelling the persons using the telephones to record the messages.

"*Program Reports.* — This is the program of daily recitations copied and sent to the district superintendent. This means a cost of from ten to sixty dollars' working time of teachers or substitutes for each school. . . .

"*Report to Permanent Census Board.* — The amount of expense connected with this work, for the benefit of the Permanent Census Board, and not appearing in the Budget of expenses because taken from the expense account of the various schools, is several hundred dollars a year for each high school.

"*Records of Regents' Examinations.* — The amount of clerical work,

findings of Professor McMurry, there would seem to be two general classes of elementary school principals: (a) those who are competent to act as supervisors and make a conscious effort to subordinate the routine administrative tasks, and (b) those who are content to confine their activities to the mechanics of school operation and control. Before the elementary schools of the city are individually properly supervised, there must be a considerable increase in the number of the first group, and the chief educational authorities must find a way of placing a premium on supervisory capacity by providing freedom of action to every principal in accordance with his competency. That supervision is best which controls and is controlled least.

RATED EFFICIENCY OF ELEMENTARY SCHOOL PRINCIPALS

At the end of each school year the several district superintendents submit to the City Superintendent of Schools ratings of the efficiency of principals, and other persons in charge of independent schools in their respective districts; and also ratings of similar character relative to assistants to principals.[1] In rating principals the following graduated scale is employed: Meritorious: H (highest grade), G, F. Non-Meritorious: E (inferior); D (deficient). To each principal is given a so-called "general rating." This general rating, expressed by the letters H, G, F, etc., is amplified by a "detailed rating." This detailed rating consists of thirteen points, as follows:

(1) Effect of examinations and inspections.
(2) Character and effect of conferences with teachers.

reduplication, fuss and fiddle over these semiannual wastes requires a personal investigation by some of your experts. . . .

"*Record of Graduation Attainments.* — Required of all the elementary school principals. They submit them to the district superintendent. I hear the most pronounced complaints as to the uselessness of this work."

[1] See p. 127 ff., for the forms upon which these ratings are submitted.

(3) Guidance and assistance of weak teachers.
(4) Judgment in assigning teachers to classes.
(5) Discrimination in ratings of teachers.
(6) Character of record kept (including statistics).
(7) Interpretation of course of study and selection of text-books.
(8) Grading and promotion of pupils.
(9) Influence on school discipline, and supervision of truancy.
(10) Supervision of janitor's work.
(11) Supervision of recesses, games, athletics, etc.
(12) Coöperation with other principals using school premises.
(13) Manners, conversation, conduct.

The reliability and usefulness of the scheme now employed for determining fit and meritorious service of members of the instructional staff are discussed elsewhere.[1] The intention here is to direct attention to certain features of this rating system bearing upon the quality of service of principals. The following table (VII) exhibits the "General Ratings" of elementary school principals by district superintendents, in June, 1911.[2]

It may be that, during the year 1910–1911, there was but one *inferior* principal in the elementary schools of the city; that *forty* only (8.7 per cent) of the four hundred sixty-four principals were non-meritorious; that *sixty* per cent of the principals rendered service of the highest grade; that *ninety-one* per cent of the principals possessed meritorious competency. If these ratings represent the true supervisory values of the staff of elementary school principals, there are reasons for concluding that *these values have not been fully and wisely capitalized for the progressive devel-*

[1] See Chapter IX. Methods and Standards for Determining Teaching Efficiency, p. 116 ff.

[2] The exhibition of this table is typical. Distribution and study of the general ratings of other years reveal the same degree of variation and the same absence of standards.

TABLE VII

GENERAL RATINGS OF ELEMENTARY SCHOOL PRINCIPALS BY DISTRICT SUPERINTENDENTS, JUNE, 1911

District Superintendents	Number of Principals	Ratings					Not Rated	Total	Per Cent Rated H
		H	G	F	E	D			
A	15	13	2	..	..	..	..	15	86
B	18	8	10	..	..	..	..	18	44
C	23	5	10	8	..	..	..	23	22
D	23	22	1	..	..	..	..	23	95
E	19	7	8	4	..	..	..	19	37
F	20	12	8	..	..	..	..	20	60
G	19	17	2	..	..	..	..	19	90
H	20	16	4	..	..	..	..	20	80
I	37	30	7	..	..	..	..	37	81
J	27	15	11	..	..	..	1	27	56
K	24	2	19	2	..	..	1	24	8
L	38	14	13	11	..	..	..	38	37
M	30	5	19	6	..	..	..	30	17
N	20	11	7	0	1	..	1	20	55
O	14	10	3	..	..	..	1	14	71
P	14	14	..	..	..	..	..	14	100
Q	15	12	1	2	..	..	..	15	80
R	14	7	6	1	..	..	..	14	50
S	13	7	3	3	..	..	..	13	54
T	16	13	3	..	..	..	..	16	81
U	13	7	6	..	..	..	..	13	54
V	16	15	1	..	..	..	..	16	94
W	16	11	2	3	..	..	..	16	69
Totals .	464	273	146	40	1	..	4	464	..
Per Cent	..	59.3	31.7	8.7	.2	..	.9	..	..

opment of the elementary schools, nor for the greatest benefit of the children attending these schools. A school system that possesses such a very large proportion of superior principals should not lack means for the accomplishment of results of the highest order. Either an inflated value has

been given to the performance of principals, or the school organization has been such as to prevent the largest utilization of the capacity of these principals.

The internal evidence of Table VII justifies the doubt as to the real worth of these annual principals' ratings as measures of the quality of service. The wide variations between the different supervisory districts can be accounted for only upon the assumption of a wide variability of standard. The schools of certain districts, according to the data presented in the table, appear to be favored far above the schools of other districts. District Superintendent P, for instance, had in his two districts fourteen principals, all of the highest grade. All but one of the twenty-three principals in the district supervised by District Superintendent D were regarded as of "H" grade. District Superintendent V was, likewise, fortunate in having principals of the highest rank. District Superintendents K, M, and C, for example, would be justified in being somewhat envious of their associates, P, D, and V, for they were obliged to carry on their schools with the assistance of eight, seventeen, and twenty-two per cent, respectively, of high-grade principals. Further detailed comparisons of this sort are unnecessary.

Testimony from other sources than Table VII — the actual visitation and inspection of schools, and a critical examination of the basis upon which the several district superintendents formulate the ratings of principals — clearly indicates that the work of the principals of elementary schools is not subjected to that cautious, objective examination that should constitute the foundation of the ratings, if the ratings are worth making at all. Vague general impressions should not be, as they undoubtedly are, the chief elements of these ratings.

While recognizing clearly that, in the present state of educational organization and practise, it is extremely difficult to establish definite, concrete standards by which the service of principals may be evaluated, and while recognizing, with

equal clearness, that it is impossible to eliminate the influence of the intangible factor of the personal equation, yet one must conclude that the majority of the district superintendents have regarded the important inspectorial function of rating principals as merely a formal procedure. A comparison of the reports of principals' ratings submitted by certain district superintendents during several years shows that the ratings of one year are merely copied from the report of the preceding year.

Appointment to a principalship means permanency of tenure. The temporary license of the principal is practically certain to be made permanent after three years of service.[1] Increase of salary, according to the schedule, is practically automatic. The standards for "fit and meritorious service" are too uncertain and variable to guarantee the selection, retention, and reward of those principals most fit and meritorious, or to prevent the establishment of a low level of service that may be easily reached by those of mediocre ability.

GENERAL SUMMARY

It appears, from the more important of the foregoing considerations, that:

(a) The number of supervisors (principals, etc.) provided for elementary schools is entirely adequate for effective supervision.

(b) The salary schedules are such as to attract men and women of competence.

(c) The tendency is to appoint men and women whose education, training, and experience have been too exclusively within the city.

(d) The position of the principal is primarily administrative, rather than supervisory.

(e) The system of rating the efficiency of principals is not such as to distinguish the competent from the incompetent.

[1] See Table XIII, p. 119.

CHAPTER V

THE DISTRICT SUPERINTENDENTS

ORGANIZATION, POWERS, AND DUTIES

BY the provisions of the Revised Charter of 1901 (Sec. 1079), the four borough superintendents, by virtue of their office, became associate city superintendents; and four of the associate borough superintendents were designated as associate city superintendents. The remaining associate borough superintendents, twenty-six in number, were given the rank of district superintendents. The term of office was fixed at six years. The charter provided (Sec. 1078) that the City Superintendent should assign the district superintendents, subject to the by-laws of the Board of Education (Sec. 41), "such duties as, in his judgment, will be conducive to the welfare of the public schools of the City of New York." The charter further provided that twenty-three of the district superintendents should be assigned by the City Superintendent to the work of supervision in the local school board districts (forty-six) in such manner that one district superintendent should be assigned to each two of the districts. The assignments were to be made for one year; at the end of which period the City Superintendent had power "to change such assignments as he may deem best for the interests of the school system. . . ." The remaining three district superintendents were to be assigned "to such other professional duties as the welfare of the school system may require." During the year 1910–1911 these three district superintendents were assigned as follows: One to vacation schools, playgrounds,

and evening recreation centers; one to high schools, and one to evening schools.

The chief powers and duties of district superintendents, as enumerated by the by-laws of the Board of Education, are as follows:

a. To attend meetings of local school boards, and to make reports to these boards. (Sec. 41–4, 18.)

b. To keep records of the district. (Sec. 41–3.)

c. To make recommendations to the City Superintendent as to the proper accommodation for all children of school age in their districts. (Sec. 41–5.)

d. To report on all matters connected with the schools, and in such form as the City Superintendent may require. (Sec. 39–7; sec. 41–6, 20.)

e. To encourage, advise, and assist pupils, teachers, and principals for the securing and maintenance of a high standard of education. (Sec. 41–8.)

f. To hold conferences of teachers and principals. (Sec. 41–9.)

g. To inspect, examine, and report upon the condition of schools, and the work of pupils, teachers, and principals. (Sec. 41–10, 11, 12, 13, 14, 15, 16, 17.)

h. To rate principals and teachers at least once each year. (Sec. 39–14.)

i. To suspend teachers for gross misconduct, or insubordination, neglect of duty, or general inefficiency. (Sec. 41–19.)

j. To enforce the compulsory education law, under the direction of the City Superintendent of Schools. (Sec. 41–25.)

k. To assign teachers of special branches in the schools of their districts. (Sec. 41–22.)

l. To approve, disapprove, or modify requisitions of principals for supplies. Sec. 43–5; sec. 32–11.) (High schools, Sec. 52–17, 20.)

m. To investigate complaints. (Sec. 41–13.)

The district superintendency, according to the general theory of the plan of organization,[1] was to be, as it properly should be, a position of great supervisory importance. These officers were to constitute the direct connecting links between the City Superintendent and the Board of Superintendents, and the principals, teachers, pupils, and people of the community. Through them was to come a unification and elevation of educational standards. The evidence which has been collected and considered leads to the general conclusion that, in practise, the soundness of the theory for the city as a whole has not been fully demonstrated. The more important of the bases for this conclusion will be briefly presented.

SIZE OF SUPERVISORY DISTRICTS

At no point in the charter is the spirit of compromise more evident than in the provisions relating to the number and powers of the district superintendents. All persons occupying superintendents' positions under the former charter were continued in office, either as associate or district superintendents. The number of district superintendents (twenty-six) was one of the accidents of the compromise.

[1] "The districting of the schools was a necessary preliminary to the appointment by the borough presidents of the forty-six local school boards. These boards consist each of five members, appointed by the borough presidents; one member of the Board of Education, assigned by the President of the Board of Education; and a District Superintendent, who by virtue of his office becomes the educational adviser of the local boards within his territory. The creation of these local school boards, and the manner in which they have discharged their functions, have brought the administration of the schools very much closer to the people. In the first place, the local school board, which represents the people, has direct representation in the Board of Education through the member of that body who is, *ex officio*, a member of the local school board. In the second place, through the District Superintendent, the local board and the people secure the presentation of their views to the Board of Superintendents." (Fifth Annual Report of the City Superintendent of Schools, pp. 12–13.)

The vested status of individuals, rather than the obvious supervisory needs of the schools, appears to have received the first attention of the charter makers. There is no hint in any of the official reports of the school system that the number of district superintendents provided for in 1902 was in excess of the need. On the contrary, the duties and responsibilities with which they were charged were regarded as near the maximum assignment. These duties and responsibilities have greatly increased during the past ten years. At the same time, the rapid growth of the school system has multiplied the administrative and supervisory problems of the schools. The following table (VIII) shows the number of school organizations, the number of class rooms, and the register of pupils on September 30, 1911, for each of the supervisory districts.

A detailed examination of Table VIII gives weight to the argument that it is futile to expect a district superintendent to be "absolutely responsible for the scholastic welfare of each school in his territory," when that territory includes five hundred or more class rooms, and twenty-five thousand or more pupils, — which is the case in twenty out of twenty-three of the supervisory districts. Granting a moderate supervisory skill on the part of principals, assistants to principals, and heads of departments — and more than this cannot be granted — and assuming a high degree of supervisory power on the part of the district superintendents, and their freedom to give their whole time to the "actual supervision of schools," the responsibility placed upon them is beyond complete and satisfactory fulfilment.[1] When one recalls the constant shifting of teachers and pupils, the situation appears even more difficult. A reasonable way out would seem to be to transfer to the principal many of the items of administration and supervision now belonging

[1] Nevertheless, at a conference of district superintendents, held at the request of the Committee on School Inquiry on April 9, 1912, not one of the twenty superintendents assented to the proposition that the supervisory districts were too large.

TABLE VIII

DATA FOR THE SEVERAL SUPERVISORY DISTRICTS (ELEMENTARY SCHOOLS)

Divisions	Division Supts.	District Supts.	Districts	Number of School Organizations	Number of Class Rooms	Register Sept. 30, 1911
I . . .	Straubenmüller	Richman	2–3	14	581	22,195
		Jenkins	4–5	14	632	27,236
		Davis	6–7	15	737	31,533
		Wade	1–9	21	638	24,682
		Total . .	8	64	2,588	105,646
II . . .	Shallow	Granger	8–12	14	553	21,264
		Franklin	13–15	16	562	22,013
		Jameson	16–17	16	724	32,974
		Total . .	6	46	1,839	76,251
III . .	O'Brien	O'Shea	10–11	13	403	15,176
		Schauffler	14–18	13	450	17,469
		Total . .	4	26	853	32,645
IV . . .	Edson	Elgas	19–22	17	647	28,174
		Lee	20–21	14	638	27,581
		Dwyer	23–24	19	849	37,168
		Taylor	25–26	27	872	38,625
		Total . .	8	77	3,006	131,548
V . . .	Meleney	Griffen	27–29	24	761	30,804
		McCabe	31–34	20	697	29,574
		Strachan	33–35	20	787	33,290
		Veit	32–36	19	735	31,571
		Total . .	8	83	2,980	124,239
VI . . .	Walsh	Campbell	28–30	19	575	25,541
		Edsall	37–38	37	1,003	43,746
		Lyon	39–40	28	1,120	51,762
		Total . .	6	84	2,698	121,049
VII . .	Haaren	Stewart	41–42	33	633	24,444
		Shimer	43–44	53	749	28,277
		Ettinger	45–46	34	389	13,744
		Total . .	6	120	1,771	66,465
Grand Totals			46	500	15,735	658,843

exclusively to the district superintendent or divided between the principal and the superintendent. This proposal assumes, however, the competency and reliability of the principal. In any event, the need is not so much more supervision of teachers and schools by district superintendents, but better supervision by principals.

SELECTION AND QUALIFICATIONS OF DISTRICT SUPERINTENDENTS

The staff of district superintendents is noticeably inert. This condition is due in part to the character of the staff itself, and in part to the circumstances of the hierarchic organization of the system of school control.

More than half of the district superintendents (during 1911) belong to the group automatically given supervisory status under the terms of the Revised Charter. It is freely admitted by those who have had long experience in the schools now comprising the New York public school system that under the old borough organizations professional qualifications and competency were not always the sole tests for the selection of superintendents. And while a slow process of selection and survival has eliminated most of those who succeeded to a district superintendency by the right of inheritance alone, the existing standard followed is too low.

As far as can be ascertained from the official records, all the district superintendents, except two or three, are products of New York education, training, and experience. If inbreeding is detrimental to the teaching force, as is admitted by the City Superintendent in his Thirteenth Annual Report (p. 161); if the inbreeding process influencing the selection of principals produces a neutral and non-progressive character in the supervision of elementary schools, as has been contended in this section of the report; then the inbreeding as it reaches the district superintendency is not a negligible factor of weakness. The opinion has been freely expressed by principals and district and associate super-

intendents that it is impossible to secure through the Board of Education the selection of district superintendents from without the school system; that to those promoted from within the system, other standards than those of fitness and of competency are applied in approving the nominations of the Board of Superintendents. This is not to say that encouragement and opportunity for the promotion of those of power and performance within the school system should not be given in the fullest measure. At the same time, any plan for the selection of those who are to be the constructive leaders in the public schools, that is founded exclusively upon the policy of New York schools for New York people, establishes an arbitrary and unfortunate limitation to educational progress.

The Board of Superintendents itself does not appear to have any well-established standards of qualifications for nomination of district superintendents, other than the formal standards of education and experience prescribed in the charter and the by-laws. In other words, if the recently erected standard of "superior merit" is valid in its application to high and training-school teachers, it is even more valid with reference to the staff of district superintendents as a condition for appointment and retention. Parenthetically, it might be suggested that not only new blood and better blood but also some proportion of younger blood should be considered among the factors that make for movement and progress.

More important than any of the foregoing considerations is that of the freedom, initiative, and responsibility of the district superintendents. As supervisory officers, the district superintendents are, by specification and implication of charter and by-laws, deputies of the City Superintendent of Schools. Their position is, however, an anomalous one. Responsible to a high degree for the general administration and effective supervision of the schools within their districts, they have, as a body, but slight influence upon the determination of those general policies that finally fix the

quality and quantity of educational performance.[1] As at present constituted, the office of district superintendent cannot be an altogether satisfactory position for the energetic, progressive, and constructive individual, whose primary interests are in education and its adaptation to the needs of children.

SUPERVISORY ACTIVITIES OF DISTRICT SUPERINTENDENTS [2]

Each district superintendent is required to submit monthly a written report of his work.[3] An examination of a considerable number of these reports recently submitted indicates that they are made out in a most formal manner, and consequently could not be utilized as exhibiting the kind and amount of the supervisory performances of the district superintendents.

On September 26, 1911, the following questions were submitted to each of the district superintendents:

1. a. What studies or reports have you been asked, officially, to submit to the Board of Superintendents or to the Board of Education, during the last five years, on the scope and method of your work as a district superintendent?
   b. What studies or reports of this kind have you made voluntarily?

[1] An examination of the prescribed duties of district superintendents, as well as a study of the procedure under which their activities are carried on, justifies this statement. The relation of the district superintendent to the Board of Superintendents is that of a suppliant rather than that of an adviser. A review of the minutes of the Board of Superintendents for several years past, conferences with members of the Board, and attendance upon a regular meeting of this Board, have offered abundant evidence upon this point.

[2] See Chapter IX, p. 116, of this report for certain observations of the work of district superintendents in passing upon the merit of teachers for renewal of license and approval of service under salary schedules.

[3] See Appendix C, p. 195, for the form of this report.

2. a. What use was made of such required or voluntary studies or reports?
   b. Are any such studies or reports on file?
3. a. How often in a term, or in a year, do you assemble your subordinates, collectively or in groups, for conferences on the educational problems involved in their work, as well as on routine details?
   b. Are any programs of such conferences on file?
4. a. What phase of your work consumes most of your time — constructive educational activities, including supervision, or administrative routine?
   b. About what proportion of your time is devoted to the latter?
   c. What proportion, if any, of routine details could be delegated to subordinates?
5. a. Do your subordinates study the significance of the reports which they make to their superiors?
   b. Are these reports satisfactory as to accuracy and completeness?
6. What means do you employ to influence public educational opinion in your community?

The written replies submitted by twenty-one of the district superintendents are illuminating, not only as to the activities of these officers, but also as to the conceptions held concerning the functions of their office.

Of the replies to Question 1, not more than four indicated an understanding of what was meant by "the scope and method of your work as a district superintendent." With the exceptions noted, the replies concerned themselves with a mere mention or an enumeration and description of regular routine and statistical reports. On the basis of this testimony it must be concluded that neither the Board of Superintendents nor the Board of Education has required or stimulated the district superintendents to appraise and criticize the range, the methods, and the results of their own work. A very few (5) of the superintendents had pre-

pared and submitted, on their own initiative, reports and recommendations affecting in a fundamental way their supervisory activities.

The replies to Question 2 reflected only a very small degree of effective coöperation between the district superintendents and the City Superintendent, or the Board of Superintendents. Frequently it was noted that the reports or recommendations were "considered" by the City Superintendent or the Board of Superintendents. In a few instances reports had been utilized and recommendations adopted. More frequently, however, the comment was made that it was not known what became of the reports and recommendations.

Question 3 was submitted for the purpose of discovering the extent and the character of the endeavor of district superintendents to create a positive attitude on the part of teachers and principals toward the problems of modern education. The general practise seems to be that meetings of principals are held approximately once each month; in some districts oftener. In a few instances only are the whole number of teachers gathered together — once or twice each year. Frequent meetings of special groups of teachers are held for special purposes. The striking feature of the exhibit produced by these answers is the absence of any carefully projected and consecutive programs of action. Practically all of the meetings — of principals as well as of teachers — are given over to the publication of administrative announcements, or the presentation of matters of local or transitory importance. The conception of utilizing these meetings as a means for the exercise of educational leadership does not seem to have developed.

The replies to Question 4 emphasize the fact that very few of the district superintendents are able to make any very clear distinction between administrative routine and supervision. While the great majority of replies state that the most of the time goes to constructive and supervisory activities, it is to be noted that several of the district super-

intendents, who are generally recognized as belonging to the group of the most competent, say frankly that their major energies are consumed by clerical labor and office routine. It was generally admitted that the present method of administering the compulsory education law involved the expenditure of too much time and energy. The estimates of the time consumed by the non-supervisory duties vary from ten to seventy-five per cent. One half of the superintendents fix the limit at one third. If the staff of district superintendents, as a whole, is inert educationally, this may be explained in large part by the fact that the established policy of administrative and supervisory control of the school system does not recognize that *performance feeds upon responsibility.* The creation of a so-called "Supervisory Council" would open new avenues of usefulness and service for the district superintendents.[1]

GENERAL SUMMARY

It appears, from the more important of the foregoing considerations of the supervisory position and function of the district superintendent, that:

(a) While the general theory of the plan of the district superintendent in the supervisory organization is a sound one, this theory is not, as to its essential elements, carried out in practise.

(b) The supervisory districts are too large to permit the district superintendents to fulfil properly their responsibilities as supervisors. Many of these responsibilities should be transferred to the principals of schools.

(c) The existing method of selecting district superintendents too narrowly confines choice to those whose education, training, and experience have been entirely within the city.

(d) The absence of a definite and high standard of quali-

[1] See p. 171.

fication for selection and retention of district superintendents has limited the supervisory usefulness of these officers.

(e) The relation between the Board of Superintendents and the district superintendents is such as to restrict unnecessarily the freedom, initiative, and responsibility of the latter with respect to matters of fundamental educational importance. Provision should be made for the larger participation of the district superintendents in the making of educational policies.

CHAPTER VI

DIRECTORS AND ASSISTANT DIRECTORS OF SPECIAL BRANCHES [1]

POSITION IN THE SUPERVISORY ORGANIZATION

THE charter (Sec. 1079) authorizes the Board of Education, upon the nomination of the Board of Superintendents, to appoint such directors of special branches as it deems necessary. It is also provided that such directors shall be under the supervision and direction of the City Superintendent; and (Sec. 1085) that they shall act as advisers to the Board of Superintendents, to district superintendents, and to principals with regard to the special branches they supervise; and, further (Sec. 1085), that they shall examine the work in their several branches, report upon the same, and instruct special teachers and class teachers in the teaching of their several subjects. The Board of Superintendents, with the advice of the directors of the respective special branches, assigns to the several school districts such teachers of drawing, music, physical culture, manual training, cooking, sewing, and other special branches. The special teachers are assigned by the district superintendents to their duties in the schools.

The by-laws of the Board of Education emphasize the supervisory functions of directors, assistant directors, and teachers of special branches:

[1] While not, strictly speaking, a special branch, the kindergarten is included here. From the standpoint of supervisory policy, the kindergarten has been regarded as similar to the special branches.

3. "Directors of special branches shall act as advisers to the Board of Superintendents, to the district superintendents, and to the principals, with regard to all matters relating to the special branches they supervise. Under the direction of the City Superintendent, and subject to his assignment, directors and assistant directors of special branches shall examine the work in their several branches, report upon the same, and instruct special teachers and class teachers in the teaching of their several branches." (As amended December 23, 1903.)

6. "Subject to the general supervision of the district superintendents, and to the immediate supervision of their respective directors, the teachers of special branches shall visit the classes in the schools to which they are assigned, shall inspect their work, give model lessons, and, in coöperation with the principals, shall direct the methods of instruction employed therein."

7. "It shall be the duty of all directors and assistant directors of special branches to report to the City Superintendent twice in each year upon the general efficiency of each of the special teachers under their supervision, or oftener, if required." (As amended December 23, 1903.)[1]

The teachers of special branches are employed to aid the regular class teachers, except in the matter of foreign languages, cooking, and shop work; in these branches they teach the pupils directly. Naturally, the kindergartens belong to this same general group.

NUMBER AND INCREASE

The following tables summarize the data for the past ten years relative to the number and kind of directors, assistant directors, and teachers of special branches.

[1] By-laws of the Board of Education, section 42.

TABLE IX

SHOWING NUMBER OF DIRECTORS AND ASSISTANT DIRECTORS OF SPECIAL BRANCHES FOR THE TEN YEARS 1902–1912[1]

	1902 1903	1903 1904	1904 1905	1905 1906	1906 1907	1907 1908	1908 1909	1909 1910	1910 1911	1911 1912
MUSIC:										
Directors	..	3	2	2	2	2	2	1	1	1
Assistant Directors	..	..	..	..	..	..	..	..	1	1
DRAWING:										
Director (H. Schools)	..	..	..	..	..	..	..	1	1	1
Director (Ele. Schools)	..	..	..	..	..	..	..	1	1	1
MANUAL TRAINING AND DRAWING:										
Directors	..	3	3	3	3	3	3	..	..	..
Assistant Directors	..	..	..	..	..	..	..	..	..	1
SHOP WORK (Ele. Sch.):										
Directors	..	..	..	..	..	..	..	1	1	1
PHYSICAL TRAINING:										
Director	..	1	1	1	1	1	1	1	1	1
Assistant Director	..	2	2	3	3	3	3	3	3	3
SEWING:										
Directors	..	2	2	2	2	2	2	2	2	2
COOKING:										
Director	..	1	1	1	1	1	1	1	1	1
KINDERGARTEN:										
Director	..	3	3	2	2	2	2	2	1	1
Assistant Directors	..	..	..	..	..	..	..	..	..	2
Total	16	15	14	14	14	14	14	13	13	16

[1] The change in the number of directors and assistant directors has been due, for the most part, to the policy of centralizing and unifying the supervision of each of the special branches through a single director, with assistant directors, instead of directors for the different boroughs. The several classes of inspectors have not been included.

TABLE X

SHOWING NUMBER OF TEACHERS OF SPECIAL BRANCHES (INCLUDING KINDERGARTENS) FOR THE YEARS 1902–1911

	1902 1903	1903 1904	1904 1905	1905 1906	1906 1907	1907 1908	1908 1909	1909 1910	1910 1911
Music	...	49	50	49	51	50	51	53	53
Manual Training and Drawing	...	51	51	51	51	51	...	...	...
Drawing	...	...	...	...	...	...	53	49	48
Physical Training	...	21	21	22	30	28	31	33	32
Sewing	...	55	55	61	59	62	62	62	60
Cooking	...	36	46	48	80	95	115	132	135
Shop Work	...	37	41	44	59	71	68	81	100
German	...	59	57	60	58	55	50	48	45
French	...	10	10	8	7	6	6	6	6
Penmanship	...	1	1	1	1	1	1	...	...
Total	305	319	332	344	396	419	437	464	479
Per cent Increase	4.09	4.59	3.91	3.61	15.12	5.81	4.3	6.18	3.23
Kindergartens	299	419	460	532	570	660	743	786	823
Per cent Increase	32.30	40.14	9.78	15.65	7.14	15.79	12.58	5.79	4.71
Total Average Attendance (thousands)	440	467	487	506	523	545	575	587	603
Per cent Increase over Previous Year	4.6	6.1	4.38	3.86	3.41	4.21	5.42	2.09	2.86

THE SPECIAL BRANCHES: GENERAL SOCIAL AND EDUCATIONAL POLICY

By their nature the effective development of the special branches presents not only numerous special problems of instruction and supervision, but in addition certain complex

issues of general social and educational policy. Notwithstanding the years of their testing, the special branches have not yet succeeded in attaining a recognized and guaranteed place in the program of studies of public schools. Their introduction has come only after an energetic and insistent campaign by those who have been convinced of their essential worth in popular education. Their further extension, after introduction and recognition, has been dependent upon various fortuitous circumstances, such as varying available financial resources and the extent to which public interest has been aroused. Even with these things in mind the fundamental fact must not be overlooked that the successful incorporation of the special branches into the program of studies of elementary schools especially will take place only as the branches are in the hands of teachers and supervisors of training, skill, merit, and balance.

The conspicuous problem of the special branches in New York City, as well as the country over, is to be found in the dearth of qualified and competent teachers. Until such teachers are the rule, rather than the exception, the road of progress of the special branch in the school, and outside of the school, is certain to be filled with obstacles.

There are ample grounds for the judgment that, under existing conditions, the number of directors and assistant directors, excepting in the case of the kindergartens, is sufficient to meet the demands for effective direction and supervision. (A reduction in the number of special teachers as indicated in the next section would make necessary a certain additional number of assistant directors.) No attempt has been made to pass upon their supervisory methods and results.[1]

[1] These methods as they are influenced by their general relation to principals and district superintendents were the subject of careful discussion at a special conference of directors and assistant directors held on April 16, 1912. It was clearly developed that the principal difficulties arise from the absence of a clear definition of the responsibility of the directors for their particular subjects.

SPECIAL TEACHERS

As a matter of large importance in the general educational policy of the city it is pertinent to inquire into the justification for special teachers; that is, those who teach these branches directly to the pupils and who therefore must be considered as belonging to the teaching, rather than the supervisory, staff. With respect to certain subjects more or less technical in character, and demanding a degree of special skill — as, for instance, sewing, cooking, and shop work — there can be no argument; regular class teachers cannot be expected to give effective instruction in these subjects.

A question of different character arises with reference to music, drawing, and physical training. Competency in these subjects is a requirement for License No. 1, and has been for a considerable number of years. These subjects constitute an important part in the course of instruction in the training schools. Is it not reasonable to suppose that these subjects should be taught effectively by the regular teachers? The presentment of the City Superintendent of Schools, in his Twelfth Annual Report (pp. 132–133), undoubtedly represents the situation:

Curtailment of the Force of Special Teachers Made Necessary

> "Owing to the fact that the Board of Estimate and Apportionment has cut down the Board of Education's estimate for the payment of special teachers during the year 1911 to a sum very much less than is required to pay the existing corps of special teachers at present rates of salary, it will be necessary to save about $150,000 during the year 1911. This may be done either by reducing the salaries of the teachers at present in the service, or by abolishing a certain number of positions. If the latter plan is adopted, the question will arise whether, in view of the fact that the

teaching of German and French is not pursued in the elementary schools for a sufficient length of time to give the pupils a mastery of these tongues, the teaching should not be eliminated altogether. Even if this action were taken, however, it would still be necessary to economize to the extent of $75,000 in the matter of teachers for the other branches. A special committee of your board has this very important subject under consideration at the present writing. I am strongly of the opinion that, whatever else is done, the work in shop work for boys, and cooking for girls, should not be curtailed. These are subjects which must be taught, if taught at all, by specialists. The economic and ethical value of teaching every girl to cook, and of giving every boy the use of his hands by the manipulation of the carpenter's tools, cannot be overestimated. In the other branches in which the work of the special teachers is largely supervisory, possibly some curtailment may be made, though it is greatly to be regretted that the necessity is forced upon us. It must be said, however, that the class teachers are now in a better position to do the work with reduced assistance than they were ten, or even five, years ago. A large proportion have been trained, and are able to accomplish results, though certainly not the best results, without assistance.

"The fact is, on the other hand, that, though we are better prepared than we were for this service, the majority of class teachers are not yet fully equal to the demand that will presently be made upon them. Had it been deferred five years longer, it is probable that the special teachers of singing, sewing, physical training, and drawing might have been dispensed with without serious injury to the schools. Your board has protested vigorously against any reduction in any of these activities. For whatever evil results may follow, therefore, the Board of Estimate and Apportionment must be held directly responsible."

It seems clear that steps should be taken at once to render unnecessary the majority of the special teachers in music, drawing, and physical training, and to facilitate and hasten the effective qualification of regular class teachers. Those teachers who are qualified should receive an appropriate salary bonus. As long as the teaching of these subjects is chiefly in the hands of a special group of teachers, not only will the public continue to have reservations as to the rightful place of such subjects in elementary education, but the regular teachers themselves will not be ready to assume responsibility for this special instruction, nor will principals consider it as among the objects of necessary attention.

SUPERVISION OF THE KINDERGARTENS

During the year 1910–1911 there were 823 kindergarten teachers. For the special supervision of these teachers there were two directors, one for Manhattan, The Bronx, and Richmond, and one for Brooklyn and Queens. As far as constructive supervision is concerned the great majority of the elementary school principals practically disregard the kindergarten. In consequence, the supervisory influence over the work of the 823 kindergartners is exerted by the one director and two assistant directors.[1] Assuming an equal division of responsibility, this means one supervisor to 275 teachers. It further means that there is but slight possible relation between the "direction" and the "supervision" of the kindergarten. The remedy for this situation may be either a reasonable increase in the number of assistant directors, or, what is of more importance, a far greater emphasis upon a knowledge of kindergarten ideals and technique than now obtains among those who become eligible for appointment to elementary school principalships. Ultimately, the educational service of the kindergarten must be measured in terms of its contributing influence upon the

[1] For 1911–12.

later social and educational progress of the child. This is a desideratum for the maintenance of the kindergarten as a part of the public school system. If the kindergartens of the city are to be adopted as an essential part of a balanced and coherent scheme of elementary education, their intelligent supervision must be regarded as belonging to the proper province of the principal, acting as a supervisor.

GENERAL SUMMARY

It appears, from the more important of the foregoing considerations, that:

(a) Under existing conditions the number of directors and assistant directors, excepting for the kindergarten, is sufficient to secure proper supervision of the special subjects. The relation of the director to the principal and the district superintendent is in need of clearer definition, and his responsibility for the scope and method of his subject should be recognized.

(b) Special teachers in certain of the special subjects should be made unnecessary by requiring competency on the part of regular teachers.

(c) More adequate provisions should be made for the supervision of the kindergarten by the appointment of additional assistant directors, and by making elementary school principals responsible for the supervision of the kindergartens to the same degree as they are for the other classes.

CHAPTER VII

THE CITY SUPERINTENDENT, THE BOARD OF SUPERINTENDENTS, AND THE ASSOCIATE SUPERINTENDENTS [1]

CURRENT CRITICISM

BY far the most insistent and frequently expressed criticisms of existing educational conditions in the city are directed against the City Superintendent of Schools and the two bodies of which he is the principal member — the Board of Examiners and the Board of Superintendents; more particularly the latter. These criticisms have been developed from many quarters, within and without the school organization, from disinterested as well as interested individuals. In this, as in other aspects of the School Inquiry concerning which there have been strong personal differences and considerable public controversy, an endeavor has been made to discuss impersonally the issues raised, and to regard them exclusively from the standpoint of the ultimate effectiveness of the city's school system.

It is pertinent to indicate here one very significant aspect of the whole general problem of supervisory control. Obviously, by far the most useful information and evidence relating to the methods and effectiveness of the work of supervisory officers of a complex school system can be obtained only from judicially tempered individuals within the system itself. We have been brought into contact with many such persons who, as teachers, principals, or super-

[1] For a treatment of the more general aspects of the subject of this chapter see A. H. Chamberlain, *The Growth of Responsibility and Enlargement of Power of the City School Superintendent* (University of California Press, 1913).

intendents, were willing to bring forward unbiased and substantiated testimony bearing directly upon the objects of investigation. These persons, however, were, except in the case of a few negligible and minor matters, expressly unwilling to permit themselves to appear as witnesses of record. The explanation invariably given was that any expression of critical judgments would militate seriously against their professional standing and advancement. This attitude of those within the schools, indefensible though it appears to be, has been so marked as to warrant this special mention, since it points to a condition of affairs wholly detrimental to the progressive development of the best interests of the schools.

Those primarily responsible for school organization and its operation appear, intentionally or unintentionally, to have discouraged competent criticism and to have permitted incompetent criticism to undermine an intelligent public confidence. This must be regarded as unfortunate from every point of view. The capacity of a school system to produce results is determined, in the first instance, by its readiness to adapt itself to new problems and demands and by the completeness with which it undergoes this adaptation. In other words, this capacity is to be measured by the growth of the school system from the inside. The rate and quality of this growth are conditioned by the character of the scrutiny to which the workers within the system are encouraged and expected to submit the methods and aims, not only of their own activities, but those of their coworkers. The assumption by those in authority of attitudes other than of such encouragement and expectation means the maintenance of system for the sake of system, and not as a means to effective education of children.[1]

[1] In passing this judgment, there has been kept fully in mind the destructive and negative influence of much of what passes as "disinterested criticism," which too frequently is but the expression of a narrow, querulous, and selfish discontent. In a great cosmopolitan population a certain amount of this is inevitable, inside and outside of the schools.

THE CITY SUPERINTENDENT AND HIS POWERS

The City Superintendent of Schools is elected by the Board of Education for a term of six years; he may be removed, for cause, at any time by a vote of three-fourths of all the members of the board; and he may be suspended by the board pending trial of charges. (Charter, sec. 1067.)

By the provisions of the Revised Charter, and of the general school laws of the state, the office of the City Superintendent is the key to supervisory organization and operation of the educational system of the city. It is intended to be the connecting central link by which the various offices, institutions, and activities are brought into a working relationship. The principal powers and duties of this officer, as prescribed by the charter and by the by-laws, are as follows:

(a) He has a seat on the Board of Education, and the right to speak on all matters before the board, but not to vote. (Charter, sec. 1077.)

(b) He has the right of visitation and inquiry in all the schools of the city. (Charter, sec. 1077.)

(c) He reports to the Board of Education on the educational system of the city, and upon the condition of any and all the schools thereof (Charter, sec. 1077); he submits an annual report (Charter, sec. 1078).

(d) He is chairman, *ex officio,* of the Board of Superintendents. (Charter, sec. 1079.)

(e) He assigns, subject to the by-laws of the Board of Education, the duties of the associate and district superintendents of schools. (Charter, sec. 1078.)

(f) He assigns twenty-three district superintendents, each to two districts, for one year; reassigns as he deems best for the interests of the school system; assigns three district superintendents to special duties — one to high schools, one to evening schools, and one to vacation schools, playgrounds, and recreation centers. (Charter, sec. 1078.)

(g) He assigns to duty, and supervises and directs the work of, directors and assistant directors of special branches. (By-laws, sec. 42.)

(h) He holds conferences of associate and district superintendents. (Charter, sec. 1078.)

(i) He is chairman, *ex officio,* of the Board of Examiners, and nominates the members thereof for appointment by the Board of Education. (Charter, sec. 1089.)

(j) He issues teachers' licenses; renews these licenses, and makes them permanent. (Charter, sec. 1089.)

(k) He keeps in his office eligible lists of teachers. (Charter, sec. 1089.)

(l) He is a member of the Permanent Census Board (Consol. Laws, chap. 16, art. 24, sec. 650), enforces the compulsory education law, nominates attendance officers, and directs their work. (Charter, sec. 1078.)

(m) He prescribes suitable registers, blank forms, and regulations for making reports. (Charter, sec. 1078.)

(n) He reports misconduct, insubordination, neglect of duty, or general inefficiency of any associate superintendent or district superintendent. (Charter, sec. 1078.)

(o) He empowers an associate superintendent to execute the duties of his office during absence or disability. (Charter, sec. 1078.)

(p) He appoints and dismisses members of the clerical force of his office, subject to confirmation by the Board of Education. (Charter, sec. 1078.)

(q) He nominates teachers for schools maintained by the Department of Public Charities and Department of Correction. (Charter, sec. 1092.)

(r) He is a member of the Board of Retirement. (Charter, sec. 1092.)

The above enumeration is indicative of the number and direction of the lines of responsibility and influence of the City Superintendent. They do not, however, completely represent his real power. This cannot be delimited by stat-

utes or formal regulations, which define, principally, the extent of his administrative authority. His power as the chief supervisory officer of the school system can be measured only in terms of his personal force and integrity, and his readiness or adroitness in responding to that multitude of unforeseen and unorganized situations which constantly emerge from our modern civic and political life. The fundamental, personal characteristic of supervision [1] means the assumption by him of an authority that is for him and for the school system both necessary and dangerous.

The limitations of this Inquiry make it impossible to do more than to express a series of general judgments and recommendations regarding the *office* of the City Superintendent as at present constituted. Concerning one important feature of the particular issue, there is a general agreement: that the centralization of large administrative and supervisory authority in the City Superintendent, as provided for by the Revised Charter, was absolutely necessary for the creation of a scheme of responsible school direction free from those prejudices and partisanships that have so often disorganized the institutions and public service of the city. That the schools of Greater New York have, during the past decade, been consolidated into a coherent whole is due, without question, to the perseverance, foresight, and wisdom of the present City Superintendent. His unyielding loyalty to certain of the fundamental principles of school control has brought the policy of centralization to a successful end. No serious study of the facts and circumstances of the development of the school system could lead to any other conclusion.

The City Superintendent has achieved distinguished success in protecting the school system and the teaching staff from the selfish influences that are always found in the public service of a great city — and this is conspicuous service. Through his long term of office, he has naturally aroused

[1] See discussion of the meaning of Supervisory Control, p. 11.

strong personal and organized opposition to his policies; but no competent and principled man could do otherwise.

No other educational leader of this generation has had a task of such magnitude and complexity. It is improbable that another man could have succeeded as he has succeeded in unifying the school system and harmonizing the educational forces of the city. Through his service and performances, the office of city superintendent of schools in this country has been greatly magnified. He has made the New York public school system one of nation-wide significance.

Mechanical consolidation, with the resulting standardization of aims and values, has been effected. The next epoch of educational control will need to be dominated by the idea of establishing a scheme of *decentralized, coöperative, expert* supervision. Military standards of authority and organization cannot be permanently adapted to the enterprise of education. Education, particularly public education, is a great *coöperative* undertaking, and must therefore make provision for the initiative, independence, and creative activity of every individual charged with responsibility. The administrative efficiency of a great, complex school system demands a high degree of centralization of administrative power. On the other hand, the supervisory efficiency of the school system is conditioned by a degree of coöperation which has not yet been fully comprehended by the City Superintendent.[1] Machinery stifles individuality; coöperative effort expands individuality. The teaching of children and the direction of their education are dependent, ultimately, upon freedom, not repression.

The preëminent difficulty of the existing situation arises, as has already been pointed out,[2] from the failure to distinguish clearly between effective administrative control and effective supervisory control. In so far as the City Superintendent is an administrative officer, his powers should be broad and direct. As a supervisory officer, he should be

[1] See pp. 175–176. [2] See p. 13.

the executive agent of the supervisory and teaching staff. In several respects his administrative authority should be enlarged. This is especially true with regard to many activities now under the control of the Board of Superintendents. The scope and method of his supervisory functions need to be submitted to thorough study and investigation. Consequently, it has been recommended that the Bureau of Investigation and Appraisal [1] undertake to define the legitimate functions of the City Superintendent as a supervisory officer, with the end of securing to the schools the benefits of the great amount of productive power which, under the present organization, must be latent. The proposed plan of reorganization of the supervisory staff and the creation of the Supervisory Council is merely suggestive of the idea of efficient, coöperative organization.

THE BOARD OF SUPERINTENDENTS: ORGANIZATION AND POWERS

The important questions concerning the Board of Superintendents that present themselves are the following: Has this body the proper constitution, powers, and methods of procedure to enable it to render to the city the maximum of educational service? In other words, is it an effective instrument for the development and maintenance of educational standards, and does it serve to bring about a desirable degree of unity, harmony, and coöperation within the school system?

The general practise throughout the country of supervisory or quasi-supervisory control of schools by a special board or committee, composed of the City Superintendent of Schools and his deputy, assistant, or associate superintendents, had been generally followed in New York [2] and

[1] See pp. 179–180.

[2] "The City Superintendent or his assistants shall visit every school at least once each year, and shall examine the same in all matters prescribed by subdivision 1, section 1040, Consolidation Act of 1882." (By-

Brooklyn [1] prior to the consolidation of 1897. To this special board or committee were given, in greater or less amount, those powers, duties, and responsibilities which, in small communities, and in the earlier stages of the historical development of our municipal school control, belonged to the office of the City Superintendent alone, or were exercised in part directly by the Board of Education.

The charter of 1897 extended the application of the principle involved to the four borough organizations.[2]

laws, Board of Education, 1895, sec. 36, par. 1; also, By-laws, 1897, sec. 31, par. 5.)

"It shall be the duty of the Board of Superintendents to meet at least twice in each month during the school year for the purpose of consultation, interchange of views, assignment of duties, consideration of reports, and all other matters relating to the efficient management of the schools, in accordance with the provisions of the law relating thereto." (By-laws, 1897, sec. 32, par. 2.)

[1] "The associate superintendents (2) shall coöperate with the Superintendent in carrying out the rules of the Board. They shall report to him at such times and in such manner as he shall direct, the results of their several examinations, which shall be subject at all times to the inspection of the members of the Board. The Superintendent shall designate one of his associates to act in his place whenever he is unable to discharge the duties of his office. Should he fail to do so, the Teachers' Committee shall designate the associate." (By-laws and Rules of the Board of Education of the City of Brooklyn, 1896, sec. 12.)

[2] "A school board shall have power, by a vote of a majority of its members in office, to appoint a Borough Superintendent of Schools for six years. It shall have power to appoint, for a like term, not more than one Associate Borough Superintendent of Schools for the first seven hundred teachers in the schools under its charge, and not more than one additional Associate Borough Superintendent for every additional three hundred fifty teachers, or fractional number thereof, greater than one-half; provided, however, that there shall be, in any event, two associate Borough Superintendents in the Boroughs of Queens and Richmond respectively." (The Greater New York Charter, 1897, sec. 1102.)

"A Borough Superintendent and the Associate Superintendent therein shall constitute the Board of Superintendents for the Borough, to be known as the Borough Board of Superintendents. . . ." (The Greater New York Charter, 1897, sec. 1107.)

"The Borough Superintendents and the Associate Superintendents

The evident intention of the Revised Charter of 1901 was to bring about such a degree of centralization of control as would permit the establishment of uniform standards throughout the entire school system, and at the same time remove those petty differences of policy that had hindered the logical development of available educational opportunities for the people of the city. At the same time, the framers of the educational sections of the charter recognized the necessity of compromise and of gradual adaptation to new conditions.

The eight associate superintendents of schools, together with the City Superintendent, as chairman, constitute the Board of Superintendents. These associate superintendents are elected by the Board of Education for a term of six years. (Charter, sec. 1079.) Like the City Superintendent, they may be removed for cause at any time by a vote of three-fourths of the members of the Board of Education, and also may be suspended by this board pending a trial of charges. (Charter, sec. 1067.)

Each associate superintendent fulfils two sets of duties; first, as a member of the Board of Superintendents, and, second, as an assistant to the City Superintendent, by whom he is assigned to duty. (Charter, sec. 1078.)

The principal powers and authorities of the Board of Superintendents, as prescribed by the charter and defined by the by-laws of the Board of Education, are:

shall visit every school in their respective Boroughs, and shall inquire into all matters relating to the government, courses of study, methods of teaching, discipline, and conduct of such schools, and the condition of the school houses and of the schools generally, and shall examine classes when necessary. The Borough Superintendents shall report the results of such inspection and examinations to the School Board and to the City Superintendent, who shall transmit such parts of said reports as he may consider necessary or proper to the Board of Education of the City of New York, and they shall also report to the City Superintendent at such times, concerning such matters, and in such form as said Superintendent shall require. . . ." (The Greater New York Charter, 1897, sec. 1108.)

a. Recommending for approval by the Board of Education the kinds and grades of licenses, and the academic and professional qualifications therefor. (Charter, sec. 1089.)

b. Nominating from eligible lists for appointment, transfer, or promotion, all members of the teaching and supervisory staff. (Charter, sec. 1090.)

c. Determining the fitness and merit of principals and teachers for increase of salary. (Charter, sec. 1091.)

d. Nominating to the Board of Education district superintendents and directors of special branches. (Charter, sec. 1079.)

e. Recommending to the Board of Education the adoption and modification of courses of study. (Charter, sec. 1084.)

f. Issuing syllabuses of the courses of study. (Charter, sec. 1086.)

g. Prescribing regulations for principals for the direction of the methods of teaching. (Charter, sec. 1086.)

h. Recommending to the Board of Education the establishment of schools, kindergartens, and special features in schools. (Annual Report, 1911, p. 13.)

i. Recommending to the Board of Education, for approval, text-books and other scholastic supplies. (Charter, sec. 1083.)

j. Recommending to the Board of Education changes in the grades and classes of all schools. (Charter, sec. 1084.)

k. Establishing, subject to the approval of the Board of Education, rules and regulations for the admission, promotion, transfer, and graduation of pupils. (Charter, sec. 1082.)

l. Keeping records of principals and teachers. (Charter, sec. 1081.)

m. Assigning of special teachers to the several school districts. (Charter, sec. 1085.)

n. Excusing absences of teachers with pay, and granting leave of absence to teachers without pay. (Charter, sec. 1088.)

To carry on its work the Board of Superintendents is organized into appropriate committees. During the year 1910–11 these committees were as follows:

1. Committee on the nomination, transfer, and assignment of teachers. (Three members.)
2. Committee on school management. (Three members.)
3. Committee on course of study. (Three members.)
4. Committee on text-books, libraries, and supplies. (Three members.)
5. Committee on high schools. (Three members.)
6. Committee on training schools. (One member.)
7. Committee on evening schools. (One member.)
8. Committee on vacation schools, playgrounds, and recreation centers. (One member.)
9. Committee on compulsory education. (One member.)
10. Committee on records, forms, and reports. (One member.)
11. Committee on vocational schools and classes for defectives. (One member.)

Each member is chairman of at least one committee, and is a member of one or two other committees. The number of the committees has been increased since the first organization of the board — from six, in 1902–3, to the present number (eleven). Through this means the board has endeavored to meet the newer problems growing out of the increased magnitude and complexity of the school system.

THE BUREAUCRACY OF THE BOARD OF SUPERINTENDENTS

On September 25, 1911, replies to the following questions were requested from the City Superintendent and each of the associate superintendents:

1. a. What studies have been made by the Board of Superintendents of its organization, powers, and

duties, and what reports have been made by it to the City Superintendent, or to the Board of Education, based on such studies?

b. Have any such studies or reports been made by you as a member of the board?

c. Are any such studies or reports on file?

2. a. What phase of your work as an associate superintendent consumes most of your time — constructive educational activities, or routine details?

b. About what proportion of your time is devoted to the latter?

c. What proportion, if any, of these routine matters could be delegated to subordinates?

3. What amendments to the by-laws have been passed during the past five years on the recommendation of the Board of Superintendents pertaining to that board?

An analysis of the replies submitted by the City Superintendent of Schools and six of the eight associate superintendents exhibits significant problems and points of view. It is plainly evident from the testimony of the replies to the first question that the Board of Superintendents has unconsciously, or otherwise, permitted itself to remain static, both as to form and function, and in consequence thereof to become, to an unnecessary degree, a body exercising bureaucratic functions.[1] It has contented itself with carry-

[1] The following statements in answer to Question 2 are typical:

(a) "Most of my time is taken up by routine work."

(b) "It is, in fact, quite difficult to determine just what portion of my work may be termed routine detail and what of a constructive nature. There is very little of what I do that could be delegated to subordinates."

(c) "Probably routine duty takes most of my time. With a sufficient force, half of my routine duty could be delegated to subordinates."

(d) "The only routine details that I recall are the passing on the renewal of teachers' licenses, and the approval of the service of teachers. These involve a careful investigation of the work of the

ing out the prescriptions of the Revised Charter. Apparently neither the board nor any of its members has subjected its organization and prescribed powers and duties to that process of inner evaluation that opens the way for progressive development and ready adjustment.[1] "Its powers and duties are clearly specified in the law, and have not, therefore, been made a subject of study" [2] reflects both the theory and the fact.

The constitution, powers, and duties of this board, under the provisions of the Revised Charter, were the results of recognized compromise. It was, at the time of its organization, perhaps the best instrumentality that could be devised to accomplish the task of bringing about a necessary homogeneity and coherence in the school system of the city. But to assume that, under the multiplying complex needs and rapidly altering conditions of the schools of the metropolitan city, it represented either as to form or function the most serviceable agency for the execution of new educational policies and the development of progressive stand-

teacher, as reported by principal and district superintendent. Frequently such a detail makes necessary a conference with a teacher, or an observation of her work in the class room by the associate superintendent in charge of the division. The proportion of time devoted to this routine in my office is comparatively small."

(e) "It is difficult to say how much work may be regarded as routine. More or less of it may become routine and be done through the clerical force."

(f) "Clerical work has consumed much of my time. . . . Most of the routine details have a constructive educational aspect; yet most of them might be delegated to faithful subordinates."

[1] In a supplementary reply dated September 25, 1911, the City Superintendent furnished a list of the recommendations made by the Board of Superintendents to the Board of Education during the period 1906–1911 for the amendment of the by-laws. With one or two minor exceptions, these recommendations deal with matters of administrative detail. In no instance is there apparent an issue fundamental to the Board of Superintendents itself.

[2] Communication of the City Superintendent of Schools to School Inquiry, September 26, 1911.

ards is fatuous. Nevertheless, it appears that an effort to modify the organization, or to redefine its functions, has always encountered the strenuous opposition of the members of the board.

For the ready execution of administrative duties the Board of Superintendents is an unwieldy and unnecessarily complicated organization. Since the time of its organization it has tended to become more and more involved in its own operation. Fully three-quarters of the matters now brought before and considered by the Board of Superintendents could be cared for independently by a city superintendent of schools, acting in an administrative capacity. Every page of the minutes of the meetings of this board bristles with trivial items, or with matters that could be handled directly by a single competent executive or regulated automatically by a general rule. The remaining quarter pertains to matters of educational detail and supervisory policy that should be determined upon by those whose activities bring them into constant actual contact with the work of teachers and pupils.

Appendices D and E, which reproduce the official minutes of the Board of Superintendents for two of its regular meetings [1] during 1911, are representative. These particular minutes were selected at random from the published annual volume by an entirely disinterested person. They fairly represent the various types of matters engaging the attention of the board. While it may be argued that all of these items necessitate action by the Board of Superintendents, in compliance with legal requirements, the contention that the machinery of the Board of Superintendents is unnecessary to secure proper administrative control and is too complicated to secure prompt and well-considered action

[1] "The Board of Superintendents shall meet at least twice in each school month during the year. It shall keep minutes of its meetings, which shall be printed, and a copy thereof shall be mailed to each member of the Board of Education." (By-laws, Board of Education, sec. 40–5.)

on matters of moment affecting the welfare of schools is still upheld. The usual order of procedure, whereby a multitude of routine matters must go from the school to the district superintendent, from the district superintendent to the Board of Superintendents, there referred to one of its committees for investigation and report back to the board, then from the Board of Superintendents to the Board of Education, there referred to one of its committees for consideration, from the committee to the Board of Education, thence back to the Board of Superintendents, is one that would not be tolerated by a well-organized industrial or commercial establishment. Indeed, such establishments could not be maintained under such a policy of multiplex checks and balances. The public educational system is one of the city's largest business undertakings. There is no reason why it should not be brought under that general régime of control that has been found necessary for the effective control and economical direction of commercial institutions.

Using as an illustration the minutes of the Board of Superintendents for January 19, 1911,[1] it may be urged that practically all of the numerous matters relating to the leave of absence of teachers (Items 3, 4, 5, 8, 13, 18, 19, 30, 31, 32, 33, 34, and 51), to the assignment of teachers (Items 9, 22, 29, 46, 47, 48, 53, 54, 56, and 59), to the transfer of teachers (Items 15, 37, 38, 39, 41, and 43), to the nomination of teachers (Items 16, 17, 20, 24, 27, 40, 44, and 45), could better be regulated by general rules or by a single responsible individual. So also with Items 6, 12, and 21. Similar conclusions may be drawn from a review of the items contained in the minutes of the meeting for October 26, 1911.

The Board of Superintendents has failed to meet, in any complete manner, the obligations laid upon it. The primary cause is to be found in the disinclination of the members frankly to appraise their own usefulness as the center of

[1] See p. 196.

constructive influence, and in their reluctance to weigh the more or less frequent criticisms of the methods and powers of the board.

THE ASSOCIATE SUPERINTENDENT AS A SUPERVISOR OF SCHOOLS

By the provisions of the charter the City Superintendent of Schools has the power to assign the eight associate superintendents, "subject to the by-laws of the Board of Education,[1] to such duties as, in his judgment, will be conducive to the welfare of the public schools of the City of New York." As members of the Board of Superintendents, the associate city superintendents are responsible for the direction and administration of those numerous activities directly and indirectly related to the supervision of instruction. The bearing of these activities upon the performance of the supervisory functions of the associate superintendents has already been discussed. The system of divisional or geographical supervision,[2] which has been in operation since

[1] "The Associate City Superintendents shall perform such service in connection with the duties of their office as the City Superintendent of Schools may direct." (By-laws, Board of Education, sec. 40–4.)

[2] "A careful study of the workings of the system in the several districts soon convinced me that responsibility among members of the Board of Superintendents must also be determined and definitely fixed. Such a plan, moreover, I felt would give the teachers and the people a more direct representation in the Board of Superintendents than the charter contemplated. To bring about this improvement I introduced a scheme of grouping several school districts into a division, and assigned to the care of each division one of the Associate City Superintendents. This plan, while not prescribed by the charter, is entirely in consonance with its intent, and certainly is in no way prohibited. I found it expedient to constitute seven of these divisions among the elementary schools, and to place the high schools of the entire city in the eighth division. Under this plan, the District Superintendents, and through them the schools in their respective districts, are made directly responsible to an Associate City Superintendent, who, in turn, is responsible for the educational welfare of his division of the

1902, whatever may have been its original utility, now quite obviously yields a service of doubtful worth to the schools of the city.[1]

The Board of Education and the City Superintendent of Schools were, without doubt, fully warranted in employing the divisional plan of assignment as an expedient to bring about that necessary, though at best partial, adjustment between the demands of a complex and rapidly developing educational situation and the capacities of the individuals whose official position in the school organization was acquired by status rather than by specific fitness for the new service. Nevertheless, it requires an extremely liberal and uncritical estimate of the requisite effectiveness of the

city. The Division Superintendent under this plan is supposed to represent directly in the Board of Superintendents the interests of the schools under his charge." (Fifth Annual Report, City Superintendent of Schools, 1903, pp. 13 and 14.)

[1] "The assignment of the Associate City Superintendents to the supervision of divisions of the city was first made in 1902, when several different school systems were brought together under a uniform administration. Supervision by geographical divisions seemed at that time to be the only feasible plan. The division superintendents have done good work in bringing the many diverse interests then existing under one harmonious working system. I am convinced, however, that that method of supervision has now rendered the highest service it is calculated to yield, and that the time has arrived when it ought to give place to a system more in harmony with present conditions. Such a plan I hope to put into execution at an early date. It will require each of the associates to devote his time and energy to some particular kind of work throughout the entire city, instead of devoting them to all kinds of work within a limited area." (Twelfth Annual Report, City Superintendent of Schools, 1910, pp. 18 and 19.)

"In my Twelfth Annual Report I stated my intention of changing the assignment of the Associate City Superintendents, so that each of these officers should be assigned to some particular kind of work throughout the entire city, instead of devoting himself to all kinds of work within a limited area. I have deferred making this change, which I still consider desirable, pending the conclusion of the investigation of our city school system, now in progress by direction of the Board of Estimate and Apportionment." (Thirteenth Annual Report, City Superintendent of Schools, 1911, p. 18.)

system of supervision through the division superintendents to justify its continuance through an entire decade.

It may be fairly assumed that the annual reports of the division superintendents contain pertinent evidence as to the quality of educational, as contrasted with executive or administrative, direction to which the schools of the division are subjected. Chance alone would tend to place in these reports the more significant performances and accomplishments rather than those of a minor or trifling nature. Nevertheless, a systematic survey of the contents of these reports for the past four or five years exhibits in conclusive form the absence of a constructive and projected program for the solution of the many problems confronting schools and teachers. With a few scattered exceptions,[1] these reports are characterized by casual observation of matters of trifling importance, by a lack of comprehensive scientific insight into the problems of education and of school instruction, by opinionated and unsupported conclusions and recommendations, by unnecessary repetition, and by disconnected and conventional commentaries upon the accomplishments of schools. If these reports reflect even faintly the directive and constructive efficiency of the division superintendents upon the work of the schools, and certainly the reports, which comprise practically one-tenth of the bulky annual report of the City Superintendent, should do this if they are to become a part of the most important public educational document of the country, we must come to the conclusion that the supervision of schools by the division superintendents is ineffective, unwise, and uneconomical.

The results of the Inquiry would support the intention of the City Superintendent of Schools to change the method of assignment to duty of the associate superintendents so

[1] For instance, Straubenmüller's reports on "Retardation and Over Age Problems," in the Twelfth Annual Report of the City Superintendent of Schools, pp. 225–238; and Thirteenth Annual Report, pp. 235–240; also Edson's report on "Savings in Expenditures," Ninth Annual Report, pp. 179–180.

that each of these officers would devote himself to some particular work throughout the entire city, instead of to the whole problem of instruction within all of the schools of a limited area.

Nevertheless, under the conditions represented by the personnel of the body of associate superintendents and the constitution of the Board of Superintendents, the only way toward greater supervisory as well as administrative efficiency is through a complete reconstruction of the supervisory organization, and a redistribution of the duties of the members of the supervisory staff.[1]

GENERAL SUMMARY

It appears from the more important of the foregoing considerations, that:

(a) The attitude of the City Superintendent and the associate superintendents, acting either in an individual official capacity, or collectively as the Board of Superintendents, toward the members of the teaching and supervisory staff has discouraged competent criticism of the methods and effectiveness of the school system, and has prevented the development of a necessary spirit of coöperation within the school organization.

(b) The accomplishment of the administrative consolidation of the public school system since 1898 has been due to the constitution of the office of the City Superintendent and to the skill and leadership of the present City Superintendent.

(c) The present machinery of control represented by the City Superintendent, the Board of Superintendents, and the associate superintendents is too complicated for effective administration, and too bureaucratic for effective supervision.

(d) A larger concentration of authority over matters of

[1] See Recommendations I, II, and III, pp. 168 ff.

routine and administrative character in the City Superintendent, and a reorganization of the supervisory control so as to provide for a wider, responsible participation of the members of the teaching and supervisory staff in the making and oversight of educational policies, are necessary.

CHAPTER VIII

THE BOARD OF EXAMINERS

ORGANIZATION AND FUNCTIONS

THE establishment of the Board of Examiners in 1898 represented the first effective step taken for the unification of the school system of the city. The powers conferred upon this board by the Revised Charter of 1901 have enabled it to exercise a deep and far-reaching influence. The board consists of the City Superintendent of Schools, together with four persons appointed by the Board of Education for a term of six years, upon the nomination of the City Superintendent.[1] In accordance with the academic qualifications designated by the Board of Education, and on the recommendation of the Board of Superintendents, the Board of Examiners holds such examinations as are prescribed by the City Superintendent of Schools and prepares all eligible lists for principals, branch principals, supervisors, heads of departments, assistants, and all other members of the teaching staff.

"Except as City Superintendent, or associate city superintendent, or district superintendent, as director of a special branch, as principal of or teacher in a training school, or as principal of a high school, no person shall be appointed to any educational position whose name does not appear upon the proper eligible list." [2]

[1] Charter, sec. 1089.

[2] Charter, sec. 1089.

"1. The Board of Examiners shall consist of the City Superintendent of Schools and of four persons appointed in accordance with Section 1089 of the Charter. The City Superintendent of Schools shall preside over the Board of Examiners. It shall be the duty of the Board of Examiners to conduct the examinations of all applicants re-

All licenses to teach are issued in the name of the City Superintendent.

Legally, the Board of Examiners has no right to fix the subjects of the examinations, or to determine the percentage for passing an examination, or to determine the conditions upon which examinations may be taken, or to propose requirements for licenses, or to designate the kinds of licenses required. Moreover, its members are dependent for election to office upon the City Superintendent, who has the right of nominating them.

The broad functions of the board, as described by one of its members, are: "To supply to the schools a sufficient number of the best teachers available, keeping out as many as possible of the relatively unfit, and as few as possible of the relatively fit; to encourage those who are licensed to strive for promotion on merit, and to improve their work and themselves in every way possible; to lead the training schools, and other institutions preparing candidates for our

quired to be licensed as teachers in and for the City of New York. Such examinations shall be conducted in accordance with the requirements fixed by the Board of Education, and at such times as the City Superintendent may direct.

"2. The City Superintendent of Schools shall prescribe the subjects in which candidates for licenses shall be examined, and shall determine the percentage which shall be required in order to constitute a successful examination, and also the conditions upon which the examination may be taken.

"3. Graduates of colleges and universities recognized by the Regents of the University of the State of New York, who have pursued for not less than one year pedagogical courses satisfactory to the City Superintendent; graduates of schools and colleges for the training of teachers, approved by the State Superintendent of Public Instruction; and teachers holding a State certificate issued by the State Superintendent of Public Instruction since the year eighteen hundred and seventy-five, or holding a college graduate's certificate issued by the same authority, or persons who on the first Monday of February, nineteen hundred and two, were Associate Borough Superintendents of Schools in any Borough of the City of New York, may be exempted, in whole or in part, from such examination, at the discretion of the City Superintendent." (By-laws of the Board of Education, 1911, sec. 68.)

examinations, into the most profitable lines of study and practise, the standards and procedure of the Board of Examiners being, naturally, watched with the greatest care by all the 'feeders' of the system; and, in general, to administer the merit system in such a way as to minimize its inherent disadvantages and to gain the full benefit of its, in my judgment, overwhelming advantages." [1]

For the readier accomplishment of its many and complex duties, the board is organized into twenty-eight committees:

Standing Committees

"Section 7. There shall be the following standing committees:

1. A Committee on Appeals.
2. A Committee on Approval of Courses.
3. A Committee on License as Assistant to Principal.
4. A Committee on By-laws.
5. A Committee on Licenses to Teach Cooking in Elementary Schools.
6. A Committee on Licenses as Teacher of the Deaf.
7. A Committee on Evening Recreation Center Licenses.
8. A Committee on Evening Elementary and Evening High School Licenses.
9. A Committee on Extension of Licenses.
10. A Committee on Licenses to Teach German in Elementary Schools.
11. A Committee on High School Licenses.
12. A Committee on Licenses to Teach Italian in Elementary Schools.
13. A Committee on Kindergarten Licenses.
14. A Committee on License No. 1.
15. A Committee on Licenses to Teach Manual Training in Elementary Schools.

[1] Communication of Examiner Walter L. Hervey, October 24, 1911, in response to a series of questions submitted by the Committee on School Inquiry.

16. A Committee on Licenses to Teach Music in Elementary Schools.
17. A Committee on Outside Experience.
18. A Committee on Licenses to Teach Physical Training in Elementary Schools.
19. A Committee on License as Principal in Elementary Schools.
20. A Committee on Promotion and Graduating Class Licenses.
21. A Committee on Replacing and Renewal of Licenses.
22. A Committee on Licenses to Teach Sewing in Elementary Schools.
23. A Committee on Licenses to Teach Shop Work in Elementary Schools.
24. A Committee on Licenses to Substitute in Elementary Schools.
25. A Committee on Training School Licenses.
26. A Committee on Truant School Licenses.
27. A Committee on Ungraded Class Licenses.
28. A Committee on Vacation School and Vacation Playground Licenses."

"Section 8. The Committee on Appeals shall consist of four examiners; each of the other committees shall consist of two members."

"Section 9. The chairmanships of the several committees shall pass in rotation, annually, from examiner to examiner, the work being apportioned by mutual agreement, with approximate equality. The second member of each committee of two shall be the examiner who was chairman of that committee for the preceding year."

"Section 10. (a) It shall be the duty of the chairman of a committee, in consultation with his colleague, to conduct the work referred to such committee, and to report thereon to the board.

"(b) In the case of those examinations which are announced in one school year and held in the following school

year, the committee scheduled to conduct the examination shall take charge of matters pertaining to the examination as soon as the announcement is issued." [1]

The plan of rotation of committee assignments is calculated to equalize the labor, to keep each member of the board in immediate touch with the entire range of its work, and to subject the conduct of the affairs of the board to progressive revision.

It is plain that the methods employed and the standards maintained by the Board of Examiners not only influence in a very direct manner the quality of teaching in the schools, but also fix the requirements for supervision.[2]

[1] By-laws of the Board of Examiners, 1907.

[2] "The work of the Board of Examiners is more vital to the spread and progress of sound public education than that of any other department of public school administration. Their function is to provide eligible lists of efficient teachers, and to exclude from the schools those who fail to pass 'the required tests of character, scholarship, and general fitness.' The most rigid investigation, if fairly conducted, would demonstrate that the examiners have performed this arduous and delicate task with thoroughness and impartiality. Every influence, however, that would restore the appointment of teachers to the domination of political influence, every institution for the training of teachers in which weak and inefficient work is done, every rejected applicant who can imagine or invent a plausible reason for his failure, is apt to be arrayed against the Board of Examiners. The gentlemen who compose that board, however, as long as they hold office, will not cease to maintain, and, if possible, to elevate the standard for entrance to the teaching profession in this city, and will reject with all necessary firmness the delusion which seems to have taken possession of so many minds, that the examiners may be expected to overlook ignorance and to condone professional inefficiency.

"It is worthy of note that the plan of licensing teachers after tests conducted by an independent Board of Examiners, and of appointing teachers in order of merit from eligible lists prepared by such a board — a plan which has done so much to raise the standard of teaching in our city, and to eliminate political, social, and sectarian influence from the appointment of teachers — has been adopted, and is now followed in Chicago, Ill., in Buffalo, N. Y., and in Newark, N. J. When a city has reached such a size that the selection of teachers has grown too great

Methods and standards that result in the eligibility of fully qualified teachers reduce the necessity for supervision.

a task for a superintendent to undertake, then appointment as a result of competitive examination is the only plan as yet invented that meets the exigencies of the situation.

"As far as I am able to learn, the application of competitive examination to the selection of teachers was first proposed by the late George William Curtis, when he was Chancellor of the University of the State of New York. His eloquent words still remain its best justification and defense:

"'Is not every argument for the appointment of the great body of ministerial officers of the government by fitness and character wisely ascertained infinitely stronger when applied to the selection of school teachers? And if the selection of those officers by methods which secure their independence, promote their self-respect, and stimulate their interest and zeal, instead of destroying it, greatly increases the efficiency of the public service, elevates the tone of public employment, and removes a reproach from the national name, is it to be apprehended that similar care would harm the character and efficiency of the public schools? In other branches of the public service, whatever objections may be urged against the reformed system of appointment, it is undeniably better than the system which it supplants. Whatever foolish questions may be asked, whatever possible frauds practised in an examination, they are wholly insignificant when compared to the unspeakable folly and the certain fraud of appointment by patronage or mere personal and partisan favor. There could not be a worse system of selection in all the other branches of the public service. Is it the best one for the great department of primary education?

"'Yet is it not substantially the present method? Teacherships in the schools are not popularly regarded as subjects of patronage. But are they not so practically, and is it wise that they should remain so? What is the present system? I believe that the requirement of certification or license before appointment is universal in all the States of the Union. The examination upon which the certificate or license issues is, then, the cardinal point. What are the vital, essential conditions of effective examination? To be properly effective the examinations must be uniform, entirely competent, and wholly independent of the appointing power. The examiners must be sincerely interested in education, familiar with the duties of a teacher and with the requirements of the art of teaching, and capable of conducting an examination to ascertain both the scholastic attainments and the specific professional fitness of the candidates. Wherever these conditions do not exist the public school system, and therefore the whole community, suffers. It is a

Methods and standards that result in the eligibility of partially fit or unfit teachers increase the burden of responsibility placed upon the supervisory staff.

THE WORK OF THE BOARD [1]

The Board of Examiners does not merely supervise the conduct of examinations; its members personally direct all written tests, and personally interview all applicants who pass such tests; prepare all question papers; actually read a large proportion of answer papers, especially for the more important grades of licenses; supervise and in many cases review the reading of all other answer papers; organize the conduct of all kinds of practical tests in special subjects; carry on in person class-room tests of certain large groups of applicants; pass upon the eligibility of applicants under the by-laws of the Board of Education; vote upon all matters of licensing and upon the adoption of all eligible lists; conduct hearings, and consider written appeals of all dissatisfied applicants who demand such consideration; fix salary allowances for outside experience; renew and extend expired or limited licenses; grant or withhold approval of courses of study offered in lieu of certain examinations; recommend to the Board of Superintendents proposed changes in the by-laws of the Board of Education; weigh and, when advisable, institute changes in the policy, organization, and methods of the board, with respect to the scope and conduct of examinations for any grade or grades of licenses.[2]

common wrong, a common injury. The people of this country tax themselves heavily enough for the support of schools and teachers to entitle them to the best, and to the adoption of all means plainly necessary to secure the best.'" (From Seventh Annual Report of the City Superintendent of Schools, pp. 80–82.)

[1] In connection with this section careful consideration has been given to the report of the Special Committee appointed to investigate the methods, etc., of the Board of Examiners, submitted in 1905 (Minutes of the Board of Education, November 22, 1905).

[2] Communication of Examiner G. J. Smith, September 28, 1911.

The following table (XI), showing the total number of persons examined for the various grades and kinds of licenses, the number passed and placed upon eligible lists, and the number failed, is indicative of the volume of work committed to the Board of Examiners:

TABLE XI

SHOWING NUMBER OF PERSONS EXAMINED, NUMBER LICENSED, AND NUMBER FAILED, 1905–1911 [1]

	Number Examined	Number Licensed	Number Refused
1905	12,181	7,810	4,371
1906	11,673	8,126	3,547
1907	13,494	10,086	3,408
1908	13,522	9,906	3,616
1909	13,074	9,536	3,538
1910	13,657	9,163	4,442 *
1911	14,626	10,226	4,400

* 52 pending.

Table XII, on pp. 102 and 103, shows for the years 1909, 1910, and 1911 the number of those who passed the examinations for the various grades of licenses and had their names placed upon the proper eligible lists, and the number of those who failed.

A detailed examination of Table XII reveals the extent to which the methods and standards of the Board of Examiners select and reject candidates for the several grades of licenses. Particular attention is called to the high percentage of rejections in the case of candidates for licenses as high school teachers, as principals of elementary schools, for promotion, and for the several special branches.

Tables XI and XII likewise represent the magnitude of the responsibility committed to the Board of Examiners. The handling of a total of forty-one thousand cases during three years has required a degree of skill, ingenuity, and

[1] Compiled from the reports of the City Superintendent of Schools.

foresight not required of any other controlling body in the school system.[1]

THE METHOD OF THE BOARD

It is manifestly impossible for this Inquiry to consider in detail the prescribed preliminary qualifications for eligibility for the various kinds and grades of licenses issued for service in the public schools of the city.[2] Such consideration should be undertaken in any complete study of the effectiveness of the Board of Examiners, since these preliminary qualifications constitute the first stage of the process of selection of those fitted for the educational service.[3] It has been assumed that the prescribed conditions of age, education, training, and experience for eligibility for licensing have been established as the best workable balances between the supply of and demand for teachers.

Furthermore, it is not possible to pass upon the scope and detailed characteristics of the examinations for the various grades of licenses. Certain matters of important general policy with respect to these examinations do, however, require brief consideration. These matters include the written examinations in the so-called professional subjects (history and principles of education, psychology, general method, methods of teaching special subjects, school management), the oral examinations, and practical tests.

The questions used, and the scope of the written exam-

[1] "Let me point out the interesting fact that though the work of the board has increased remarkably in thirteen years, . . . the cost of the examination system remains about the same, the increase, if any, being very slight." (Communication of Examiner J. A. O'Connell, October 3, 1911.)

[2] By-laws of the Board of Education, sec. 66.

[3] "Although the Board of Superintendents, under the Charter, propose to the Board of Education the qualifications for each grade or kind of license, the present by-laws setting forth such qualifications were, with few exceptions, prepared by the Board of Examiners in 1902." (Communication of Examiner J. A. O'Connell, October 3, 1911.)

TABLE XII

SHOWING THE NUMBER AND PERCENTAGE OF LICENSES GRANTED,

Grade	1909				1910		
	Granted	Refused	Pending	Total	Granted	Refused	Pending
TRAINING SCHOOLS:							
Model Teachers	5	1	...	6	6	...	...
Assistant Teachers	11	1	...	12	8	...	...
Critic Teachers	5	...	...	5	4	...	...
Clerical Assistants	1	1	...	2	1	...	...
Substitute Teachers	12	1	...	13	5	...	...
First Assistant Teachers	...	...	...	...	...	...	...
HIGH SCHOOLS:							
Principals	2	...	...	2	...	...	...
First Assistants	20	1	...	21	6	...	...
Assistants	91	200	...	291	248	395	...
Junior Teachers	34	154	...	188	131	301	...
Library Assistants	1	...	...	1	11	16	...
Laboratory Assistants	3	4	...	7	10	6	...
Substitute Teachers	250	161	...	411	203	165	...
Clerical Assistants	1	2	...	3	12	39	...
ELEMENTARY SCHOOLS:							
Principals	...	...	...	...	...	202	52
Assistants to Principals	1	...	...	1	1	...	...
Graduating Class Licenses	91	17	...	108	125	48	...
Promotion Licenses	...	...	...	...	...	...	...
License No. 1	1,268	587	...	1,855	1,296	509	...
Kindergarten Licenses	99	137	...	236	79	70	...
SPECIAL BRANCHES:							
Insp. and Asst. Insp. Athletics	15	29	...	44	...	...	...
Director and Asst. Dir. Physical Training	2	...	...	2	...	...	...
Cooking Teachers	24	48	...	72	29	60	...
Music Teachers	1	8	...	9	2	2	...
Manual Training and Drawing	1	9	...	10	3	19	...
Shop Work	15	36	...	51	29	37	...
Sewing	8	22	...	30	5	...	...
Physical Training	5	4	...	9	5	6	...
Ungraded Class Licenses	2	14	...	16	11	12	...
Teachers of Deaf	4	5	...	9	1	...	...
Substitute Licenses	1,645	331	...	1,976	1,341	316	...
Teachers in Truant Schools	1	3	...	4	2	...	...
Teachers in Vocational Schools	3	4	...	7	5	1	...
Teachers in Vacation Playgrounds and Evening Recreation Centers	3,339	848	...	4,187	3,073	1,796	...
Inspectors, Classes for Blind	1	3	...	4	...	...	...
Principals, Vocational Schools	4	15	...	19	...	...	...
EVENING SCHOOLS:							
Evening High School Teachers	754	349	...	1,103	728	120	...
Evening Elementary School Teachers	1,817	543	...	2,360	1,785	322	...
Substitute Licenses	...	...	...	...	...	...	...
Total	9,536	3,538	...	13,074	9,165	4,442	52
Per Cent	72.9	27.1	...	...	67.4	32.6	...

In the computation of the percentages the

TABLE XII

REFUSED, AND PENDING DURING THE YEARS 1909, 1910, AND 1911

	1911				Totals						
					Granted		Refused		Pending		Total Number
Total	Granted	Refused	Pending	Total	Number	Per Cent	Number	Per Cent	Number	Per Cent	
6	7	1	...	8	18	90.0	2	10.0	...	...	20
8	6	2	...	8	25	89.3	3	10.7	...	...	28
4	...	...	...	...	9	100.0	...	...	...	...	9
1	2	...	...	2	4	80.0	1	20.0	...	...	5
5	2	...	...	2	19	95.0	1	5.0	...	...	20
...	1	...	...	1	1	...	...	...	...	...	1
...	...	...	...	...	2	100.0	...	...	...	...	2
6	...	...	...	...	26	96.3	1	3.7	...	...	27
643	195	298	...	493	534	37.4	893	62.6	...	...	1,427
432	104	294	...	398	269	26.4	749	73.6	...	...	1,018
27	1	...	...	1	13	44.8	16	55.2	...	...	29
16	2	15	...	17	15	37.5	25	62.5	...	...	40
368	164	98	...	262	617	59.3	424	40.7	...	...	1,041
51	4	6	...	10	17	26.6	47	73.4	...	...	64
254	53	13	...	66	53	19.8	215	80.2	52	...	320
1	27	...	...	27	29	100.0	...	...	...	...	29
173	71	44	...	115	287	72.5	109	27.5	...	...	396
...	25	62	...	87	25	28.7	62	71.3	...	...	87
1,805	1,191	392	...	1,583	3,755	71.6	1,488	28.4	...	...	5,243
149	74	45	...	119	252	50.0	252	50.0	...	...	504
...	...	...	...	...	15	34.1	29	65.9	...	...	44
...	...	...	...	...	2	100.0	...	...	...	...	2
89	42	33	...	75	95	40.3	141	59.7	...	...	236
4	1	1	...	2	4	26.7	11	73.3	...	...	15
22	12	13	...	25	16	28.1	41	71.9	...	...	57
66	29	34	...	63	73	40.6	107	59.4	...	...	180
5	...	...	...	...	13	37.2	22	62.8	...	...	35
11	9	13	...	22	19	45.2	23	54.8	...	...	42
23	14	15	...	29	27	39.7	41	60.3	...	...	68
1	8	4	...	12	13	59.1	9	40.9	...	...	22
1,657	1,142	355	...	1,497	4,128	80.5	1,002	19.5	...	...	5,130
2	...	6	...	6	3	25.0	9	75.0	...	...	12
6	46	107	...	153	54	32.5	112	67.5	...	...	166
4,869	3,578	1,277	...	4,855	9,990	71.8	3,921	28.2	...	...	13,911
...	...	...	...	...	1	25.0	3	75.0	...	...	4
...	...	...	...	...	4	21.1	15	78.9	...	...	19
848	1,059	260	...	1,319	2,541	77.7	729	32.3	...	...	3,270
2,107	2,235	909	...	3,144	5,837	76.7	1,774	23.3	...	...	7,611
...	122	103	...	225	122	54.2	103	45.8	...	...	225
13,659	10,226	4,400	...	14,626	28,927	70.0	12,380	30.0	52	...	41,359
...	69.9	30.1	...	...	70.0	...	30.0	...	...	...	...

number of licenses pending has been disregarded.

inations for License No. 1, may be regarded as typical of the methods and standards of the board.[1]

No examination system can be depended upon to select, with absolute accuracy, those best fitted for the service to which the examination pertains. A knowledge of the so-called professional subjects has come to be regarded as an essential element in the preparation of the teacher. And, while a difference of judgment might readily obtain as to the appropriateness of certain of the questions used in the written examinations, and their relationship to the method and aims of effective teaching, a knowledge of the prevailing methods and standards of American institutions for the training of teachers leads me to express general approval of the questions used in the recent examinations as fair tests of professional preparation, and confidence in them as a positive factor in the group of devices employed for the selection of fit teachers.

For the reading and rating of the answer papers of the written examination it is the practise of the Board of Examiners to employ, as assistants, a considerable number of principals and teachers in service. Such an expedient, however necessary under the conditions, must be regarded as introducing numerous elements of unreliability; and steps should be taken for the reading and rating of these papers by persons not immediately connected with the school system.

One other aspect of the whole scheme of formal written examinations has not received from the authorities of the school system the serious attention it deserves. This study does not attempt, with the evidence at hand, to do more than to emphasize the dangers arising from the system of cramming and coaching for examinations that has grown up in the city. This "forced" professional preparation is most frequently in the hands of individuals whose skill and

[1] See Appendix F, pp. 227 ff., for typical questions used in the written examinations for License No. 1. These questions have been examined and weighed in detail as the basis for the conclusions here expressed.

adroitness serve to vitiate the purposes of the examination. The situation becomes all the more aggravated when such preparation is attempted by those belonging to the active supervisory or teaching staff.

Quite properly, the tests of eligibility and the written examinations are supplemented by the oral and practical tests. In the case of License No. 1, the relative value of the written to the oral and practical tests is shown by the following:

SCOPE OF EXAMINATION [1]

"IV. The scope of the professional examination for License No. 1, and the passing conditions therein, are as follows:

	Maximum Credits	— Minimum Required — Women Jan., 1912–June, 1912		Men
Group I — Written Examination:				
(a) History and Principles of Education	60			
(b) English (including Methods in English)	60			
(c) Methods of teaching	90			
Total, Group I	210	145	150	160
Group II — Oral and Practical Tests:				
(d) Drawing	20			
(e) Physical Training	10			
(f) Music	10			
(g) Sewing (women only)	10			
(h) Oral English and Personality	20	14	14	15
(i) Record	20	14	14	15
Total, Group II	90	58	60	68
Grand Total	300	210	216	228

Since men are not examined in Item (g), one-fourth of the ratings received in Items (d), (e), and (f) will be added to the total in Group II.

Written tests will not be included in Items (e) and (f).

In Item (h) the applicant's use of English and general personal fitness for the position of teacher will be estimated.

In Item (i) a rating of the applicant's character and record as a student and teacher will be given. Successful experience in teaching for one half-year or more will receive credit when proved by original documents. Experience in practise teaching, or in clerical work, will not receive credit. Substitute teachers in the New York City public

[1] Circular of November 15, 1911.

schools who have actually taught as substitutes for eighty days or more should, within five days following the examination, file their substitute licenses, properly filled out and certified.

Each applicant must show in the written and oral examinations a satisfactory use of English and a satisfactory knowledge of the subjects embraced in the elementary school course."

The following marking slip is a typical illustration of the general basis of the oral examinations:

BOARD OF EXAMINERS

MARKING SLIP

Oral Examination, Assistant to Principal, Elementary Schools

.....

Date.....

Name.....

Candidate's Number.....

	Mark	Out of	Remarks
Ability in teaching and supervision as evidenced by official record and special reports .	...	40	. . . . .
Ability in teaching and supervision as evidenced by classroom test and answers to questions thereon	...	40	. . . . .
Personality	...	20	. . . . .

Whatever limitations these oral examinations may have, and notwithstanding the numerous objections that have been raised on account of the influence of indefinite subjective standards of judgment of the examiners, a careful inquiry into the methods by which these oral examinations are conducted gives warrant for the judgment that the Board of Examiners has caused the oral examination system to be an important and valuable factor in the selection of candidates for the eligible lists. If any criticism were to be made, it would be against the leniency of the board in passing persons of doubtful personal and linguistic qualifications.

The fact that there are in the schools at the present time so many teachers possessing an inadequate and imperfect command of English points not only to a weakness in the examination system, but also to a laxity in the supervision by the principals and district superintendents who permit the renewal of the licenses of these persons.

Some detailed attention has been given to the class-room tests as applied to those qualifying for principal's license for elementary schools. This class-room test consists of two main parts: (a) A written criticism of a certain assigned class exercise, and (b) the conduct of a recitation upon which an examining officer, principal, district superintendent, or member of the Board of Examiners presents a written estimate. The candidate has no opportunity for any special preparation. Such a practical exercise can hardly be a valid test of either teaching or supervisory capacity. Not only is the test conducted under abnormal teaching conditions, but the standards of judgment applied are, in most instances, wholly unreliable measures of the candidate's real efficiency. For the important office of principal of an elementary school such a teaching and supervisory test should be applied, but it should be continued over a sufficient period — a week at least — under more or less normal conditions, and be subjected to the critical judgment of those of demonstrated competency.

THE GENERAL EFFICIENCY OF THE BOARD

Aside from the City Superintendent of Schools, no agency related to the direction and control of the public school system has been the subject of criticism and controversy more than the Board of Examiners. This was an inevitable consequence of the revolutionary changes that came about with the establishment of the board in 1898, and especially after the enlargement of its powers by the Revised Charter in 1901. Prior to 1898 each of the several school organizations now within the metropolitan area had its own methods for the certification and appointment of teachers.

Historically, no feature of the development of public education in the United States has offered a more difficult problem than that of removing the selection of teachers from the realm of personal, partisan, and political influence. New York has shared with the rest of the country, especially with the cities, the difficulties arising from this problem.

The Board of Examiners has proved to be a most effective instrumentality for the accomplishment of the principal ends for which it was created; that is, to place the appointment of teachers upon a merit basis, and thereby isolate the schools from the self-interest of individuals, classes, and parties. This judgment is expressed in spite of any of the inadequacies in the constitution and operation of the board indicated later. Any agency that has protected the teaching force, as has the Board of Examiners, from the influence of forces and motives wholly unrelated to efficiency is entitled to commendation. Unquestionably, mistakes have been made, and individual cases of injustice and maladjustment can be pointed out. But the fundamental policy of this board has contributed to the sound development of schools.

On September 26, 1911, the following questions were submitted to each member of the Board of Examiners:

1. What studies, during the past five years, have been made by the Board of Examiners, or by you, as an individual member of the board, of its organization, powers, duties, and methods, with a view to recommending possible improvements in the efficiency of the board?

2. (a) What recommendations have been made to the City Superintendent, to the Board of Superintendents, or to the Board of Education, based on such studies?

(b) What use was made of such studies and reports?

(c) Are any such studies or reports on file?

The carefully prepared replies to the above questions, when supplemented by other pertinent evidence, warrant the conclusion that the Board of Examiners has exercised its functions in a singularly effective and progressive man-

ner. Since its establishment in 1898 this board has had to create an examination system which would enable the schools to have a sufficient number of teachers of actual or potential efficiency. That the procedure of the board in dealing with the thousands of applicants for teachers' licenses has, in rare instances, resulted in the rejection of qualified candidates would perhaps be difficult to disprove; that the same procedure has also resulted in the rejection of a multitude of unfit teachers would be equally difficult to disprove. The methods and results of the teaching staff in the schools of the city today undoubtedly are open to criticism. But the burden of this criticism cannot be shifted to the Board of Examiners. The peculiar political, social, and racial conditions obtaining in New York City have rendered the public schools peculiarly liable to party, class, and personal exploitation. That the extent of this exploitation is as limited as it is may be ascribed to the resistance of the Board of Examiners.

A study of the evolution of the methods and standards of the board indicates that it has devoted a large share of its energy and attention to the improvement of its methods and the elevation of its standards. No one of the agencies for school control has more consciously attempted to adjust its performance to the changing needs of the school system. In practically every instance the examination requirements for the several kinds of licenses, as they have been developed, exhibit a decided trend in the direction of establishing higher and juster standards of qualification.

CRITICAL STATEMENT

Three items relative to the Board of Examiners call for special consideration:

a. The Size of the Board

The present Board of Examiners is too small to accomplish in the most satisfactory manner the extensive and

divers duties now devolving upon it. For practical purposes there are but four active members — the City Superintendent, for obvious reasons, not being able to assume any appreciable share of the examination work. The enlargement of the board proposed in Recommendation IV (p. 181) suggests a way for the extension and improvement of the activities of the board.

b. The Permanency of the Board

One of the most forceful objections to any examination board, such as the Board of Examiners, centers in the tendency of such boards to become isolated from the actual working conditions of the institution to be served. The examination system tends to become an end in itself. While it is conceded that the general effectiveness with which the board has carried forward its work is marked, nevertheless, the plan of rotating membership described in Recommendation IV would improve that effectiveness, for it would enable the members of the Board of Examiners to be kept in closer and more vital contact with the schools and their teaching needs.

c. The City Superintendent as the Dominating Member of the Board of Examiners

No inconsiderable amount of the criticism of the Board of Examiners has been directed against the membership of the City Superintendent of Schools and his right to nominate the members of the board. Careful consideration has been given to this important issue, and, while it is difficult with the means at hand to examine all of the questions raised, our survey and scrutiny of the methods of the board have convinced us that the membership of the City Superintendent of Schools is desirable from the point of view of securing that very necessary correlation of the controlling agencies. The question of the dependency of the members of the board upon the City Superintendent for nomination,

and consequently for appointment, does not appear to be of great moment. This power, in the hands of a selfish or autocratic superintendent, might prove to be dangerous. On the other hand, the great importance of the public schools in the civic economy and progress, together with the widespread public interest in all matters vitally affecting the welfare of the schools, presents a certain guarantee that the City Superintendent of Schools will be an individual whose own professional standing would compel the nomination of examiners having a single interest in the establishment and maintenance of high standards of qualification for teachers. A modern city superintendent of schools must, necessarily, have a jealous regard for the efficiency of the teaching staff.

GENERAL SUMMARY

It appears, from the more important of the foregoing considerations, that:

(a) The Board of Examiners, by its methods and standards, determines the character of the demands made upon the supervisory staff.

(b) The Board of Examiners has a tremendous annual task in conducting the wide variety of examinations of many thousands of candidates for the teacher's license.

(c) The methods and standards of the Board of Examiners have been such as to select the more fit of those presenting themselves for examination.

(d) The Board of Examiners has sought constantly to adapt itself in a progressive way to the changing needs of the school system.

(e) The constitution of the Board of Examiners so as to include the City Superintendent is to be desired.

(f) The enlargement of the Board of Examiners would contribute to its effectiveness.

EXHIBIT III

EXAMINATION, CERTIFICATION, AND APPOINTMENT OF TEACHERS

(Cities of 300,000 Population and Over)

City	Examining Authority			
	Name	Selection and Composition	Number	Term (Years)
New York	Board of Examiners	Board of Education upon nomination of City Superintendent	4 and City Superintendent	6
Chicago	City Examiner	Board of Education upon nomination of City Superintendent	1 and assistants	Permanent (see Sec. 6, Rules)
Philadelphia	City Superintendent *ex officio*			
St. Louis	Committee of Examiners	City Superintendent, Assistant Superintendents and Principals of high schools *ex officiis* and other principals or teachers selected by Superintendent		
Boston	Board of Superintendents	City Superintendent and Assistant Superintendents *ex officiis*		
Cleveland	City Board of School Examiners	Board of Education	3	3
Baltimore	City Superintendent and Assistant Superintendents *ex officiis*		7	No rule
Pittsburg	Examining Board	City Superintendent and Associate Superintendents *ex officiis* with such others as Superintendent may select and Board of Education approves		
Detroit	Committee on Teachers and Schools	President of Board of Education	5 with City Superintendent and other professional help as deemed necessary	

[1] References are to Secs., etc., in docu-

EXHIBIT III

EXAMINATION, CERTIFICATION, AND APPOINTMENT OF TEACHERS

(Cities of 300,000 Population and Over)

Qualifications	Citation	Certification[1]	Appointment[1]
College or University graduate with 5 years experience, or state certificate and 10 years experience	City Charter, Sec. 1089	By City Superintendent. Sec. 1089	By Board of Education from eligible lists, upon recommendations of Board of Superintendents. Sec. 1090
Left to Superintendent	Rules of Department of Education, 1910. Sec. 40	By Board of Education (State School Law, Sec. 134)	By Board of Education from eligible lists, upon recommendation of City Superintendent and Committee on School Management. Sec. 10
	Handbook of Board of Education, 1909–10. Rule XXIII	By Board of Education. Rule XXIII	By Board of Education from eligible list prepared by City Superintendent. Rule XXV
	Rules and Charter of Board of Education, 1911. Rule 44, Sec. I		By Board of Education, upon recommendation of City Superintendent and Committee on Instruction. Rule 41, Sec. II
	School Document No. 7, 1912. Rules of Committee, Ch. 7, Sec. 136	By Board of Superintendents. Ch. 7, Sec. 138	By School Committee, upon recommendation of City Superintendent. Ch. 6, Sec. 105
Two years of teaching experience and otherwise competent	R. S. Ohio. Sec. 7838	By Board of Examiners	By Board of Education from eligible list, upon recommendation of City Superintendent
	Rules of Board of School Commissioners, 1907. Art. VI	By Board of Superintendents	By Board of School Commissioners upon recommendations of City Superintendents and Assistant Superintendents. Art. IX
	Rules and Regulations of the Board of Public Education, 1912. Art. IX		By Board of Education, upon recommendation of City Superintendent. Art. VIII
The 5 must be members of the Board of Education	Manual Board of Education, 1912–13. Rule 16		By Board of Education, upon recommendation of Committee on Teachers and Schools. Rule 43

ments referred to under "Citation" column.

EXHIBIT III

EXAMINATION, CERTIFICATION, AND APPOINTMENT OF TEACHERS

(Cities of 300,000 Population and Over)

City	Examining Authority			
	Name	Selection and Composition	Number	Term (Years)
Buffalo	Board of School Examiners	Mayor	5. City Superintendent prescribes the subjects for the examinations but is not technically a member of the Board	5
San Francisco	Board of Education [1]	Mayor	4 and the Superintendent of the City and County of San Francisco	4
Milwaukee	Committee on Examination and Appointment [2]	President of Board of School Directors	4 and President of Board of School Directors	1
Cincinnati	Board of Examiners	Board of Education	3	3
Newark	Board of Examiners	City Superintendent *ex officio;* three assistant superintendents, and two selected by Board of Education	6	No limit fixed
New Orleans	Board of Directors or a Committee	Popular election	5	4
Washington	Board of Examiners	City Superintendent *ex officio* and two heads of departments from the schools for whites and two from the schools for blacks selected by Board of Education	2 and City Superintendent for each of the two boards	1
Los Angeles	Teachers Committee, City Superintendent, Deputy Superintendent and Assistant Superintendent *ex officiis*		3 members of Teachers Committee and the 3 superintendents as in column 2	No limit fixed
Minneapolis	City Superintendent			

[1] Conducts civil service examination to determine entrance to elementary and grammar grades; applicants writing these examinations must hold certificates valid under the state law.

EXHIBIT III

EXAMINATION, CERTIFICATION, AND APPOINTMENT OF TEACHERS

(Cities of 300,000 Population and Over)

Qualifications	Citation	Certification	Appointment
Citizen of Buffalo	City Charter, 1896. Secs. 331–333	By Chairman and Secretary of Board of Examiners. Sec. 339	By Superintendent of Education from eligible list. Sec. 330
	Rules of Board of Education, 1905. Sec. 14, Rule 9, p. 7		By Board of Education. p. 6
Members of Board of School Directors	Rules and regulations of Board of School Directors, 1911. p. 36	By Committee on Examination and Appointment, p. 36	By Committee on Examination and appointment upon recommendation of City Superintendent subject to approval of Board of School Directors. p. 36
	Rules of Board of Education, 1911. p. 21		By Board of Education upon recommendation of City Superintendent. pp. 13, 30
Secretary to be an experienced school man	Rules of Board of Education. Rule 10 (55th Annual Report, 1910–11)		By Board of Education on recommendation of Committee on Instruction and Educational Supplies and by them from an eligible list presented by City Superintendent. p. 335
	Act 214, 1912. Sec. 72	By Board of Directors or a special committee. Sec. 72	By Board of Directors on nomination of City Superintendent from eligible list. Sec. 72
Heads of departments in the respective schools	Handbook of Board of Education, 1912. Organic Law. Sec. 6	By Boards of Examiners. Rule 20	By Boards of Education upon recommendation of City Superintendent. Sec. 2
	Rules and regulations of city schools. Rules 47, 48, 49 (Annual Report, 1905–06)	See note (5). Rule 48	By Board of Education upon recommendation of City Superintendent and Teachers Committee. Rule 47
	Rules and Regulations for the Government of Schools. (Annual Report, 1910)	By President of Board of Education and Superintendent of Schools. Sec. 67	By Board of Education upon recommendation of City Superintendent and Committee on Education. Sec. 17

[3] The actual examinations are conducted by the City Superintendents and their assistants, but the results must be presented to the Committee for approval.

CHAPTER IX

METHODS AND STANDARDS FOR DETERMINING TEACHING EFFICIENCY

THE PROBLEM[1]

ONE of the greatest issues confronting the public school system of the city is the maintenance of a competent and permanent teaching force in the face of social and other conditions that tend naturally to favor incompetence and to encourage impermanence. By far the greater proportion of the expenditures of the Department of Education is for the salaries of teachers. The organization and operation of the school system must be such as to retain and to reward the fit, and to select and reject the unfit teachers. This work requires the highest form of educational skill on the part of supervisors, especially in this city, with its many thousands of teachers, its many grades of positions, and its many scales of compensation; for the supervisory staff exists, primarily, to establish and to elevate standards of teaching performances. It is, therefore, pertinent to scrutinize the methods employed and the standards set up for determining the fitness of those who are to constitute the body of fully qualified teachers and supervisors.

ELIGIBILITY FOR LICENSE AND FITNESS FOR TEACHING

The tests applied by the Board of Examiners are tests of *probable* fitness. In reality, the work of this board con-

[1] Consult in this connection the excellent article by District Superintendent J. S. Taylor, "*Measurement of Educational Efficiency*," Educational Review, vol. 44, p. 348 — November, 1912.

stitutes but the first step in the process of selection. The real fitness of teachers must be finally determined under conditions of actual service.

The continuation of the selective process begun by the Board of Examiners, through the preparation of eligible lists, is provided for through the insurance of temporary licenses, which are renewed without examination, in case the service of the holder is satisfactory to the City Superintendent, for two successive years. At the close of the third year of continuous successful service the City Superintendent is authorized to make the license permanent.[1] In other words, the initial license granted to any teacher or principal is a probationary license, which does not become permanent until after three years of successful service. The responsibility of the Board of Examiners for the character and fitness of the teaching force is thus, after appointment, transferred to the supervisory staff — district superintendents, directors, and principals. The examiners and the supervisors become jointly responsible for those who acquire the important status represented by the permanent licenses.

The following table (XIII, p. 119), showing the number of licenses renewed, number refused, and number made permanent for the three years 1909, 1910, and 1911, and also the number of teachers whose services were approved or disapproved for the years 1909 and 1910, furnishes the basis for conclusions that bear indirectly upon the performances of the Board of Examiners and the supervisory staff.

From Table XIII it appears that a very few of the temporary licenses fail of renewal in due course. Roughly, 5 per cent of these licenses are renewed a third time before being made permanent; one-half of 1 per cent of the licenses are renewed four or more times. For the three years under consideration approximately only 1 per cent of those licensed had their permanent licenses refused.

[1] Charter, sec. 1089.

Several assumptions may be brought forward in explanation of the above conditions:

First: It may be assumed that the tests applied by the Board of Examiners were such as to select only those who were certain to prove successful. On the average the licensee has ninety-nine chances out of a hundred of securing a permanent license;

Second: It may be assumed that the standards of effective service applied by the supervisory staff are not high, and thus permit practically all to reach the status of permanent tenure;

Third: It may be assumed that, with the assistance and under the stimulus of competent supervision, those of mediocre or less ability were trained and developed to a point justifying permanent retention;

Fourth: It may be assumed that the demand for teachers so nearly approaches the available supply as to render necessary the permanent licensing of practically all of those appointed from the eligible lists of the Board of Examiners; or

Fifth: It may be assumed that those who foresaw failure resigned, thereby not raising the question of final refusal to renew the license.

An extended examination of the data of the past five years, relative to the renewal of License No. 1, in connection with the data of Table XIII, is sufficient to eliminate the fifth assumption. A certain limited force may be attached to the fourth assumption. The rapid growth of the school system has produced a demand for teachers that has taxed to the limit the available supply.[1] That the third

[1] "Permit me to say further, and in conclusion, that in the light of our experience in sifting out the relatively fit from the absolutely unfit (both the fit and the unfit oftentimes presenting identical academic and professional credentials) nothing could be more disastrous — nothing could be more absurd — than to use the fact of a temporary dearth of

TABLE XIII

SHOWING LICENSES RENEWED, REFUSED, AND MADE PERMANENT FOR THE THREE YEARS 1909–1910–1911, INCLUSIVE; ALSO NUMBER OF TEACHERS WHOSE SERVICES WERE APPROVED OR DISAPPROVED FOR THE YEARS 1910 AND 1911[1]

Grade	Licenses Renewed and Made Permanent						
	First Renewal	Second Renewal	Third Renewal	Fourth Renewal and Over	Made Permanent	Refused	Total
TRAINING SCHOOLS:							
Critic	8	10	...	...	8	...	26
Model Teacher	16	17	...	...	11	...	44
First Assistant	9	8	...	...	9	...	26
Assistant	22	23	2	...	26	...	73
HIGH SCHOOLS:							
Principal	5	5	...	...	4	...	14
First Assistant	44	51	...	...	32	...	127
Assistant	347	341	19	3	329	1	1,040
Junior Teacher	70	23	...	...	3	2	98
ELEMENTARY SCHOOLS:							
Principal	68	66	...	...	62	...	196
Assistant to Principal	40	67	2	...	24	...	133
Head of Department	94	28	...	1	30	1	154
Graduating Class	52	47	...	...	29	...	128
Promotion	4	...	...	...	...	...	4
License No. 1	3,213	3,337	191	19	3,265	34	10,059
Kindergarten	296	285	10	2	260	1	854
Drawing	12	13	...	...	14	...	39
Direct. of Phys. Training	1	1	...	...	...	...	2
Asst. Direct. of Phys. Training	1	1	...	...	...	...	2
Music	11	11	...	...	7	...	29
Sewing	14	15	...	...	14	...	43
Cooking	67	70	...	...	53	...	190
Shop Work	46	47	1	...	43	3	140
German	10	9	...	...	12	...	31
Physical Training	14	17	...	...	15	...	46
Teacher of Deaf	16	12	...	...	...	...	28
Inspector of Blind	...	1	...	...	1	...	2
Inspector of Ungraded Classes	...	1	...	...	1	...	2
Teacher of Ungraded Classes	1	3	2	...	8	...	14
As. Teacher Ungraded Classes	16	12	...	...	2	...	30
Inspector of P. S. Athletics	1	...	...	...	...	1	2
Asst. Inspect. P. S. Athletics	3	3	...	...	2	...	8
TRUANT SCHOOL:							
Principal	1	1	...	...	...	...	2
Assistant Teacher	...	4	1	...	3	...	8
VOCATIONAL SCHOOL:							
Principal	...	1	...	...	...	...	1
Totals	4,502	4,530	228	25	4,267	43	13,595
1909	1,557	1,680	80	11	1,273	13	4,614
1910	1,367	1,512	95	14	1,556	19	4,563
1911	1,578	1,338	53	0	1,438	11	4,418

1910, Number of teachers whose services were approved . . . . . 1,587 Disapproved, 162
1911, Number of teachers whose services were approved . . . . . 1,575 Disapproved, 180
Totals 3,162 342

[1] Compiled from Reports of City Superintendent of Schools and the Minutes of the Board of Superintendents.

assumption has a certain validity is borne out by the undoubted efforts made by district superintendents and principals to prevent a teacher from becoming a complete failure. In view of recognized limitations of all examination systems to select with accuracy those fit for efficient service, the second assumption, as to the standards whereby service is approved, requires attention.

The renewal of temporary licenses of teachers and principals appointed for service is based upon the reports made to the City Superintendent by the several supervisory officers. These reports presumably represent the result of a critical and complete examination of the performances of the holder of the license. The examinations upon which these reports are made are shown in Appendix G:[1] (a) Elementary Schools; (b) High and Training Schools; (c) Special Teachers; and (d) Principals and Assistants to Principals.

Many hundreds of these reports for recent years, as filed in the office of the City Superintendent, were examined in detail. In addition, many personal inspections have been made of the methods used by district superintendents and principals in passing upon the qualifications of teachers whose licenses were to be renewed. On the basis of the evidence developed the following conclusions seem to be warranted:

(a) That the reports of service for the renewal of temporary licenses are, in the great majority of cases, purely formal, on the part both of the principal[2] and the district

teachers, due to ascertained and removable causes, as a pretext for a general letting down of the bars." (Examiner W. L. Hervey, Ninth Annual Report to the City Superintendent, p. 399.)

[1] See pp. 242 ff. for these forms.

[2] The by-laws of the Board of Education (sec. 43, sub. 6) contain the excellent provision that "Principals shall keep a record of all class inspections and examinations, of conferences with teachers. . . ." In not a single one of twenty-one elementary schools visited was I able to discover such a record which as to form or content would serve as a

superintendent. The terms "excellent," "good," "poor," "satisfactory," "unsatisfactory," representing, as they do, the general form in which the judgments are expressed, are too indefinite, vague, and subjective to have reliability. The multitude of duties that must be performed by the district superintendent practically preclude any but very brief and superficial examinations of the methods or the success of teachers as represented by the progress of the pupils.[1]

(b) That these reports should be in such form as to oblige both the principal and the district superintendents to present detailed *positive* evidence in support of the renewal of licenses. The reports should also show the number and duration of visits and the variety of work inspected, together with other pertinent supplementary evidence.

(c) That the supervisory authorities should aim to unify the standards according to which the work of probationary teachers is approved. It is plainly evident that in various parts of the city radically diverse standards are employed by supervisory officers in determining the renewal of a teacher's license.

(d) That the approval of the first year of service should rest entirely with the principal, or, in the case of teachers of special branches, with the director; that the second renewal should be based upon a careful examination of the

basis for making a reliable report upon the work of the teachers. In many instances the principal apparently had no conception of what such a record might contain. These principals preferred to make their estimate of the teacher on the basis of a "general impression." In other instances principals frankly said that they had no time for the recording of the results of their observations of the teacher's work.

[1] Six district superintendents permitted me to accompany them during times when they were engaged in passing upon teachers whose licenses were up for renewal. In some instances a whole day was devoted to this, and in others a half-day. With almost no exception a superintendent's decision was founded upon a very brief visit, of from five to fifteen minutes, to the class room. Sometimes, though not always, this inspection was supplemented by a brief conference with the principal.

teacher's work by the district superintendent; that the third and final renewal should be made as a result of an inspection of the teacher's work by an independent inspector;[1] that the recommendation of the division superintendent, as now provided for — since it is by the condition of things purely formal — be eliminated.

Only after the work of those holding temporary licenses is subjected to a closer and more rigid scrutiny than now obtains, and only after there is a greater centering of individual responsibility for approval of probationary work, will the fitness and competency of those who become members of the permanent teaching staff be fairly guaranteed.

APPROVAL OF SERVICE AS FIT AND MERITORIOUS

The relation of compensation to quality of service has been, and will continue to be, one of the perplexing issues confronting those immediately responsible for the improvement of the teaching corps. Beginning with the passage of the Ahearn Law (1899) an endeavor has been made by legislative measures, the Davis Law (1900) and the Grady Law (1911), to establish such graduated schedule of compensation as seems to be consistent with grade, quality, and duration of service. It is not proposed here to enter into any discussion of a difficult, and still unsettled, question of the proper compensation for the various classes of teachers in the different grades of schools. It has, however, been considered to be within the immediate responsibility of the Inquiry to pass upon certain general practises which vitally influence the workings of the salary schedules.

Prior to January 1, 1912, the salaries of principals and

[1] It is contemplated that the proposed Bureau of Investigation and Appraisal contain a certain number of individuals, whose time shall be spent in such service as is herein indicated. See Recommendation III, p. 179.

teachers were based upon the graduated minima established by the so-called Davis Law and incorporated in the charter.[1]

This law provided that no one of the specified members of the supervisory or teaching staff in elementary schools should receive a salary greater than that fixed for the *seventh* year of service, nor for the *twelfth* year of service, "*unless and until the service of any such member shall have been approved, after inspection and investigation, as fit and meritorious by a majority of the Board of Superintendents.*" This law also provided that no member of the supervisory and teaching staff of any high or training school should receive a salary greater than that fixed for the *fourth* year of service, nor a salary greater than that fixed for the *ninth* year of service, until a similar approval of service as fit and meritorious had been made.

The theory of the Davis Law was that salaries should be regulated by merit, grade taught, length of service, and experience in teaching.

The salary schedule adopted by the Board of Education on May 17 and May 24, 1911, which became the basis of the amendment to the Davis Law, as incorporated into the charter (Chapter 902, Laws of 1911), besides readjusting and equalizing the salaries for men and women, emphasized the principle of merit by providing that no teacher in an elementary school should receive a salary greater than that fixed by the *third* year of service, nor a salary greater than that fixed for the *sixth* year of service, nor a salary greater than that fixed for the *ninth* year of service, nor a salary greater than that for the *twelfth* year of service, nor a salary greater than that fixed for the *fifteenth* year of service, until the service of such teachers shall have been approved as fit and meritorious by a majority of the Board of Superintendents.[2]

The forms for the special reports on the work of elemen-

[1] Charter, sec. 1091.

[2] By-laws of the Board of Education, sec. 65, subsec. 14.

tary school teachers, whose service is to be approved for advance in salary, are given in Appendix H.[1] The general criticisms already presented of the methods and standards of supervisory officers in preparing reports upon the work of teachers whose licenses are to be renewed will also hold as applying to the approval of service as "fit and meritorious." The relatively few disapprovals of service (see Table XIII, p. 119) can scarcely be interpreted as signifying a uniformly high level of teaching performance. On the contrary, it means, in all probability, the employment of a very lenient standard by approving officers.

THE RATED EFFICIENCY OF TEACHERS

As a logical development of the machinery for the control and improvement of the teaching staff there has been built up a more or less elaborate system of regular reports upon the performances of teachers. The principal forms upon which these ratings are recorded are presented in the following pages.

a. Annual Rating of Teachers by District Superintendent, p. 125.
b. Semiannual Rating of Teachers by Principal, p. 126.
c. Annual Rating of Principals by District Superintendent, p. 127.
d. Annual Rating of Assistants to Principals by District Superintendent, p. 128.

The ratings presented on these forms by the several supervisory officers become a part of the teacher's permanent record.

Certain observations have already been made with regard to the ratings of elementary school principals by district superintendents.[2] As a means of studying the general

[1] See pp. 248 ff.
[2] See Chapter V, The District Superintendents, p. 52.

FORMS FOR RATING TEACHING EFFICIENCY

(a) Annual Rating: District Superintendent

Public School.....*District No*.....*Borough of*.....
Principal.....*Assistant to Principal*.....
Assistant to Principal.....*Assistant to Principal*.....
Additional Teacher.....*General Estimate*.....
Rating of Teachers for Year Ending.....191...
(*Signed*).....
District Superintendent.

NOTE. — In rating teachers on this sheet the abbreviations should be used as follows: Meritorious: A (highest grade), B+, B. Non-Meritorious: C (inferior), D (deficient).

When the superintendent's estimate on teacher's ability to instruct or to discipline is less than B, a detailed report is required under 2 or 3. This detailed report may be omitted in cases where estimate on the teacher's ability to instruct or discipline is B or higher.

The district superintendents are to report upon the work and attendance of all teachers, regular and special (except substitutes), who have been employed during any portion of the term.

Teachers of special subjects should be reported on a separate blank.

NAMES	GRADE AND SEX OF CLASS		1		2			3			REMARKS
			CHARACTER OF		INSTRUCTION			DISCIPLINE			
The names of teachers are to be written in alphabetical order, surnames first, and without regard to the grade of class taught.	Grade	Sex	Instruction	Discipline	Teaching Ability	Scholarship	Effort	Personality	Control of Class	Self-Control	
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

FORMS FOR RATING TEACHING EFFICIENCY

(b) Term Rating: Principal

Public School..... *District*..... *Borough of*.....

Principal's Report on teachers for term ending.....191...

		DAYS OR FRACTIONS OF DAYS ABSENT	TIMES LATE
Principal.....		*During term*.....	*During term*.....
Assistant to Principal.....	*General Estimate*.....	"	" .....
Assistant to Principal.....	"	"	" .....
Assistant to Principal.....	"	"	" .....
Additional Teacher.....	"	"	" .....

(*Signed*).....

NOTE. — In rating teachers on this sheet the abbreviations should be used as follows: Meritorious: A (highest grade), B+, B. Non-Meritorious: C (inferior), D (deficient).

When the principal's estimate of a teacher's ability to instruct or to discipline is less than B, a detailed report is required under 2 or 3. This detailed report may be omitted in cases where the estimate of the teacher's ability to instruct or discipline is B or higher.

The principal should give on this blank the names of all teachers, regular and special (except substitutes), employed one day or more, noting the attendance in column 4, even if he is unable to report upon the character of their work. The names of teachers absent on leave should also appear, with the number of days of absence, the fact that leave of absence has been granted being noted in column 5. Use both sides of sheet.

NAMES	GRADE AND SEX OF CLASS		1		2			3			4		5
			CHARACTER OF		INSTRUCTION			DISCIPLINE			ATTENDANCE DURING TERM		
The names of teachers are to be written in alphabetical order, surnames first, and without regard to the grade of class taught.	Grade	Sex	Instruction	Discipline	Teaching Ability	Scholarship	Effort	Personality	Control of Class	Self-Control	Days and fractions of days absent	Number of times late	REMARKS
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

FORMS FOR RATING TEACHING EFFICIENCY

(c) Annual Rating of Principals: District Superintendent

DEPARTMENT OF EDUCATION

THE CITY OF NEW YORK

Districts.....and..... *Ratings of Principals.*

To the City Superintendent of Schools:

The following ratings of principals and other persons in charge of independent schools in Districts.....and .....for the year ending.....19.....are respectfully submitted.

(Signed).....

District Superintendent.

NOTE. — In rating principals and others on this sheet the abbreviations should be used as follows: Meritorious: H (highest grade), G, F. Non-Meritorious: E (inferior), D (deficient). The ratings of all persons regularly assigned to the charge of independent schools should appear on this sheet, including those that also teach classes.

DISTRICT	SCHOOL	NAME Surname first in numerical order of districts, the schools of each district in numerical order	GENERAL RATING	DETAILED RATINGS												
				Effect of Examinations and Inspections	Character and Effect of Conferences with Teachers	Guidance and Assistance of Weak Teachers	Judgment in Assigning Teachers to Classes	Discrimination in Ratings of Teachers	Character of Record Kept (Including Statistics)	Interpretation of Course of Study and Selection of Text-books	Grading and Promotion of Pupils	Influence on School Discipline and Supervision of Truancy	Supervision of Janitor's Work	Supervision of Recesses, Games, Athletics, etc.	Coöperation with Other Principals Using School Premises	Manners, Conversation, Conduct
..	..	.....	..	.....	.....	.....	.....	....	.....	.....	....	.....	....	.....	.....	....
..	..	.....	..	.....	.....	.....	.....	....	.....	.....	....	.....	....	.....	.....	....
..	..	.....	..	.....	.....	.....	.....	....	.....	.....	....	.....	....	.....	.....	....
..	..	.....	..	.....	.....	.....	.....	....	.....	.....	....	.....	....	.....	.....	....
..	..	.....	..	.....	.....	.....	.....	....	.....	.....	....	.....	....	.....	.....	....

FORMS FOR RATING TEACHING EFFICIENCY

(d) Annual Rating of Assistants to Principals: District Superintendent

DEPARTMENT OF EDUCATION

THE CITY OF NEW YORK

Ratings of Assistants to Principals .....19....

To the City Superintendent of Schools:

The following ratings of assistants to principals in Districts.....*and*.....*for the year ending*.....19....*are respectfully submitted.*

Signed.....

District Superintendent.

NOTE. — In rating assistants to principals on this sheet the abbreviations should be used as follows: { Meritorious: (highest grade), O, Q; Non-Meritorious: S (inferior), U (deficient).

DISTRICT	SCHOOL	NAME Surname first in numerical order of districts, the schools of each district in numerical order	GENERAL RATING	DETAILED RATINGS					Assignment of Work by Principal
				Effect of Examinations and Inspections	Character and Effect of Conferences with Teachers	Guidance and Assistance of Inexperienced Teachers	Influence of Discipline and Suppression of Truancy	Supervision of Recesses, Games, etc.	
....	....	.....	....	.....	.....	.....	.....	.....	.....
....	....	.....	....	.....	.....	.....	.....	.....	.....
....	....	.....	....	.....	.....	.....	.....	.....	.....
....	....	.....	....	.....	.....	.....	.....	.....	.....
....	....	.....	....	.....	.....	.....	.....	.....	.....

character of these ratings as measures of teaching efficiency, the data of Table XIV were assembled. This table shows the ratings of elementary and high school teachers as made by district superintendents and principals in June, 1911. It is evident that the ratings of all of the teachers in the school system could not be included; therefore, by an arbitrary method of selection, every tenth elementary school and every other high school in the several boroughs were selected.

An examination of Table XIV brings to light certain important facts:

First: The insignificantly few teachers who are regarded by principals and district superintendents as rendering non-meritorious service. Of the 1984 elementary school teachers rated by district superintendents, but 11 (.6 of 1 per cent) were rated as non-meritorious in discipline. Of the 2235 elementary school teachers rated by principals, but 11 (.5 of 1 per cent) were rated as non-meritorious in instruction; of the 2217 teachers rated on discipline, but 19 (.9 of 1 per cent) were regarded as non-meritorious. But one teacher out of these 2217 was rated as wholly deficient in discipline. A similar situation exists with the ratings of high school teachers.

Second: The wide variation between the ratings of principals and the ratings of district superintendents cannot be passed by without mention. The tendency seems to be for the district superintendent, as a matter of form, to discount the ratings given teachers by principals.

The figures presented in columns 18 and 19 (elementary schools), and columns 19 and 20 (high schools), bear directly upon this point. In these columns is recorded the number of teachers rated by the district superintendents and the principals, respectively, as A in discipline and A in instruction.

In 23 Manhattan schools, 31 per cent of the teachers were rated A-A by their principals. The district superin-

tendents so rated but 16.2 per cent of the teachers. In 5 schools in the Borough of The Bronx, principals rated 59 teachers as A-A, whereas the district superintendents reduced this number to 8. In 17 Brooklyn schools, the 149 A-A teachers, in the estimation of the principal, were reduced to 57 by the district superintendents. In 10 schools in the Borough of Queens, 173 teachers were rated A-A by the principal; but one-tenth of this number were so rated by the district superintendent. In the case of the high schools this variation is all the more marked. Of the 877 teachers rated in 10 high schools in the city, 345 (40.2 per cent) were rated A-A by the principals. But one-sixth only of this number (58) were rated as A-A by the district superintendent.

Third: The very wide variation between the quality of service of teachers of the different elementary schools, and high schools also, as represented by the ratings of the principals of these schools, must be accounted for either by difference in standards or difference in principals. In any event, the exhibition of Table XIV is such as to raise the question as to whether the rating system as now pursued affords any sound and just basis for according salary increases.

Fourth: The distinction between "instruction" and "discipline" is purely arbitrary and artificial. To an impartial judge the founding of a rating scheme for the teaching force of a metropolitan school system upon such a traditional convention as this is ample evidence that the supervisory authorities have not assumed a scientific attitude of mind toward the complicated teaching process.

The general conclusions as to the existing methods and standards for determining "fit and meritorious" service are that there is no method other than that of the personal idiosyncrasy of supervisors, and that there are no standards that bear intimate and valid relation to the quality of service rendered.

SUPERIOR MERIT

The salary schedules that became effective on January 1, 1912, in accordance with the revision made under the so-called Equal Salary Law, introduced another important factor into the question of determining the relative fitness of the members of the permanent teaching force of high schools. This new factor is now familiarly known as "superior merit." [1]

It is not proposed to engage in a discussion of a question that is still of a controversial nature. However, it is within the reasonable province of this study to express unqualified approval of the fundamental principle involved in the *superior merit* provisions, and also to express the judgment that its careful application will probably result in a more intelligent and more just procedure to be followed in approving the service of teachers for renewal of license, and in determining service that is "fit and meritorious."

[1] "No one shall advance beyond the salary of the *ninth* year unless, after investigation and inspection, he is declared, on the report of a committee consisting of an Associate City Superintendent, a District Superintendent, and a principal, by a majority vote of all the members of the Board of Examiners (the District Superintendent and principal having a right to vote), to be a teacher of superior merit.

"No one shall advance beyond the salary of the *twelfth* year unless, after investigation and inspection, he is declared, on the report of a committee consisting of an Associate City Superintendent, a District Superintendent, and a principal, by a majority vote of all the members of the Board of Examiners (the District Superintendent and principal having a right to vote), to be a teacher of superior merit." (Board of Education — By-laws — Supplement, sec. 65, sub. 17, p. 11.)

FORMS FOR RATING TEACHING EFFICIENCY

Superior Merit, 1911

DEPARTMENT OF EDUCATION

THE CITY OF NEW YORK

.....High School

.....191

MR. WILLIAM H. MAXWELL,
Chairman, Board of Examiners.

Dear Sir:

We, the undersigned committee appointed to report upon the claims of teachers in the above high school to be adjudged teachers of "superior merit," after the 9th and after the 12th salary year, beg leave to present the following report upon

..... { Assistant / First Assistant } Teacher of.....

who is in the.....year of High School service:
(Ninth or subsequent)

1. (a) Describe the results of this teacher's work during the past three years in advancing his students in the subject or subjects he teaches.

(b) State the data on which you base your answer, giving in general terms results of his pupils' examinations, proportion of his pupils promoted, extent to which such promoted pupils sustained themselves in the advanced work. In case of poor results, state any modifying circumstances that should be taken into consideration.

2. Give the strong and the weak points of the claimant's method of conducting a lesson as to the following:

(a) Teaching new matter.

(b) Teaching students how to study (including method of attacking the problems peculiar to the teacher's subject).

(c) Drill (fixing in mind points already taught).

(d) Interest of entire class.

3. (a) Success in rapid advancement of bright pupils. Give details.

(b) Success in bringing up backward pupils. Give details.

4. Describe h influence on students as to the development of habits as to
Honor Orderliness Self-reliance Self-control
Courtesy Good physical posture

5. (a) Describe the teacher's attitude toward the pupils.

   (b) The pupils' attitude toward the teacher.

6. (a) Does the teacher maintain and increase his proficiency in subject-matter? If so, specify the means.

   (b) Is he still improving as a teacher?

   (c) In what respects?

7. Characterize the teacher's habitual use of the English language. State defects, if any.

8. Accuracy in keeping records and making reports.

9. State any notable deficiencies in personal habits or in temperament and disposition (including readiness to coöperate with the principal and with other teachers in the work of the school).

10. State any service he has rendered to the school or to its students outside of class-room work.

(*To be answered only in case of First Assistants.*)

11. Describe the results of the First Assistant's work in

   (a) organizing and unifying the work of Assistant Teachers in h subject.

   (b) influence in methods of teaching.

   (c) ability in the performance of executive and administrative assignments.

Other comments.

Date.....191 .....
Principal.

Date.....191 .....
District Superintendent.

Date.....191 .....
Associate City Superintendent.

Pursuant to section 65 of the by-laws of the Board of Education, declaration of this claimant as a teacher of superior merit for the.....year of service as assistant / first assistant teacher in a high school / training school for teachers was made / has been withheld by the Board of Examiners.

Date: .....
Secretary Board of Examiners.

It is certain that the comprehensive special report on the work of high school teachers who became subject to the provisions of the superior merit requirements reflected in a striking manner the widely divergent standards existing among principals of high schools as to what constituted conspicuous performance.[1]

The New York high schools will not have superior merit teachers until New York principals have genuine superior merit standards.[2]

GENERAL SUMMARY

It appears, from the more important of the foregoing considerations, that:

(a) The determination of the fitness or unfitness of teachers for continuance and promotion in the school system represents the chief task of the supervisory staff and the best test of its service to the schools.

(b) The certainty with which the initial probationary license is renewed to permanency may be largely accounted

[1] These divergent standards have become well recognized during the numerous discussions that have been developed since the application of the principles of superior merit. My own personal evidence upon this point was gathered at a meeting of the High School Principals' Association, at which the principals themselves discussed the elements that should enter into the superior merit. These elements varied from that of the number of pupils of a teacher who passed the Regents' Examinations to that of mere subjective impression of the teacher's worth in the school room. See also the Official Bulletin of the High School Teachers' Association (April–May, 1912) for a series of interesting discussions of what constitutes the teacher of superior merit.

[2] Attendance upon several sessions of the Board of Examiners during which superior merit cases were being determined showed the large importance of the annual and semiannual ratings of teachers. One of the weakest points in the first application of the principle of superior merit, during the early part of 1911, consisted in basing this new standard of teaching attainment very largely upon the already existing, but inadequate and unreliable, system of rating teachers.

for by the formality that characterizes the inspections and reports upon service.

(c) The approval of service as "fit and meritorious" does not depend upon thorough and impersonal inspections necessary for obtaining any true measure of a teacher's efficiency.

(d) The means and methods for the regular annual and semiannual ratings of teachers and principals are not such as to produce results commensurate with the labor involved or calculated to raise the level of teaching performance within the schools.

(e) The principle of "superior merit" for teachers in high schools introduced by the salary legislation of 1911 is a valid one, capable of serviceable extension to the teachers in elementary schools.

CHAPTER X

THE RATING OF TEACHING EFFICIENCY IN OTHER CITIES[1]

THE well-defined and noteworthy movement of the present day aiming to select the teaching staff of the public schools according to standards of personal fitness and professional preparation and to maintain this staff on a basis of meritorious performance finds its best illustration in the public school systems of our larger cities. Notwithstanding conspicuous exceptions, it is here that the removal of teachers from self-seeking influences, whether of a personal, party, or partisan nature, has come to be regarded as an essential condition for educational efficiency. This freedom from such external interference is, however, but one of the conditions for this efficiency. Others are the devising of plans for the more accurate determination of the relative working power of individual teachers in service, and the organization of supervisory measures for the betterment of the service of teachers, individually and collectively.

The following general propositions represent, it is believed, the primary factors of the major problem of teaching efficiency as related to supervision:[2]

[1] Consult in this connection my articles on the Appointment, Promotion, and Salaries of Teachers in the *Encyclopædia of Education* (edited by Paul Monroe), Vol. V. See also New York City Teachers' Association, *Report of the Committee on the Promotion of Teachers* (1907).

[2] See my "Tentative Scheme for the Measurement of Teaching Efficiency" (Madison, 1910), for a detailed outline based upon these

1. Is it possible to devise and to apply to the teaching process, impersonal, quantitative standards whereby the relative worth and efficiency of teachers may be determined more justly and with greater precision than under the ordinary practises of the day?
2. As fundamental factors in successful teaching and in effective school organization, is not every teacher entitled to receive the benefit of direct, constructive criticism and of skilful, non-interfering supervision?
3. Does not the effective organization, administration, and supervision of public schools require that the conditions and results of the teacher's work be subjected to measurements of an objective rather than of a subjective nature?
4. Does not the general elevation of educational standards finally depend upon, (a) the analysis of the complex teaching process into its essential elements; and (b) the possession of these elements by teachers?
5. Is it possible for the present generation to make any reliable and satisfactory conclusions concerning the direction and rate of educational progress without standards of value resting upon a quantitative basis?

As supplementary to the discussion contained in the preceding chapter with reference to New York City, the following brief description of the plans and methods for determining relative teaching efficiency in certain typical American cities is pertinent. They are presented here without comparison or critical comment. The form and content of the records employed emphasize the tendency of the day to subject teachers' work to a more systematic

propositions. Also, Superintendent J. H. Clement, "A Measuring Rod for Teaching Efficiency" (Kansas School Magazine, March, 1913), for an interesting account of practical experiences of a superintendent of schools of a small city.

inspection and to require from supervisors a larger contribution of constructive service to teachers.[1]

BOSTON

In brief, the situation is as follows: Graduates of the Boston Normal School are rated upon the printed eligible list and if not previously appointed are allowed to remain on this list for six years. Pending regular appointment, they are called upon as needed for temporary service. They are re-rated each year by the Board of Superintendents on

[1] In contrast to the several plans, the outlines of which are shown here, is that of Newton, Massachusetts, likewise typical of the most efficient smaller cities:

"I would say briefly that our plan is this. I make no use of any printed blanks or forms on which principals and supervisors are required to express their opinion of the efficiency and the salary that should be paid to individual teachers. I have tried this in the past, but gave it up because I found from experience that it is much more satisfactory to talk informally with principals and supervisors regarding each teacher under their supervision. Our plan is to pay each teacher what we consider that teacher worth to us so far as our finances will permit. We have no schedule whatever except that we have established what we call a 'regular' — which is really a minimum salary — and we will employ no one permanently who is not worth at least this minimum salary. We determine the worth of a teacher by the market value, or what in our experience we know we would have to pay to secure a teacher of equal efficiency. To put it concretely: if we are discussing the merits and the salary which we are to pay to a teacher next year now getting $700, we consider the matter something like this: 'Teacher is very good and efficient in such and such directions. Is she worth more to us than we are paying her?' If we find that we have secured during the past year teachers at $600 or $650 who are equally efficient and give more promise, we decide that there is no reason why the salary of the $700 teacher should be increased. If, on the other hand, we find that we as a rule are not able to secure equal service at $700, we then increase the salary, perhaps to $750, it may be to $800, or even $850.

"It almost never happens that there is any radical disagreement between the principals, supervisors, and myself regarding the relative efficiency of teachers. Whenever there is some disagreement we find out the points on which we disagree and leave the matter open until we have all looked into the teacher's work further. Then, without excep-

the basis of the estimate of the principals of the schools in which they serve as temporary teachers and of the department of practise and training. About a dozen of the Normal School graduates at the top of the list are appointed to regular positions during the year following their graduation. Most of the other regular appointments to elementary schools are made from what is known as the prior list, a list made up of the pupils who have been out of the Normal School one or more years and who have been re-rated as aforesaid.

In addition to this, examinations are held annually in January by the Board of Superintendents. Those who pass these examinations successfully are placed upon a separate eligible list, but not re-rated. Their certificates are valid for six years. They are not re-rated because in most cases the examined candidates are teachers holding regular positions outside of the city and are, therefore, not available for substitute or temporary service in Boston.

The foregoing plan covers elementary schools only. All high school appointments are made from lists of examined candidates. These candidates are placed on high school lists separated according to the branch of work they elect for their major subjects. A copy of the eligible list sent herewith shows you the different divisions that are made.

tion that I can recall, we have always been in substantial accord. As superintendent I am responsible for the recommendation which goes to the board. This recommendation has always, without exception, been adopted by the board.

"Placing the whole salary plan on the individual merit basis, and actually carrying it out in this way, seems theoretically a very risky thing to do. We have had really no difficulty with it whatever, and I am confident that no other administrative measure has done so much to improve the efficiency of our corps of teachers."— Superintendent F. E. Spaulding, May 2, 1913.

On the other hand, numerous school superintendents and principals are now making a careful study of the elements of successful service by public school teachers, and formulating systematic efficiency plans. One of the most interesting and suggestive of these is that prepared by Superintendent J. A. Doelle, of Houghton, Michigan, in 1912.

The plan of promotion of teachers already in the service has not yet been fully developed. A first promotional examination is required of all teachers at the end of the second year of service, and a second promotional examination must be taken before a teacher may be placed on the seventh year of the salary of her rank.

A teacher who fails to pass the first promotional examination remains on the second year of her salary for another year, when she may then be re-examined. If she fails a second time, her service ceases on the last day of August or the last day of December, whichever next follows her second examination. The failure to take the second promotional examination, however, does not eliminate a teacher from the service.

The promotional examinations consist of three parts: (1) Success in school during the preceding year; (2) professional study; (3) academic study in some one line. College courses and certain other substitutions for the professional and academic examinations may be made. The record of such promotional examinations, shown on page 141, is kept.

CHICAGO [1]

The plan of promotion, in brief, is this: Teachers enter the system in what is called the second group. In this group they are advanced in salary annually to the limit of the group — seven years for elementary teachers. At that time they may be promoted to the first group, which means simply a higher schedule of salaries. Any teacher whose marks for one year previous to promotion have been "Good" or higher is eligible to promotion. Promotion is based, first, on efficiency in teaching; second, upon having passed a promotional examination in certain subjects or through having filed five credits for work done either in

[1] For a detailed description of the plan of promotion, see C. D. Lowry, in the Seventh Year Book of the National Society for the Scientific Study of Education, 1908.

SEAL

RECORD OF PROMOTIONAL EXAMINATION

Date of Examination..... Candidate's No.....

Name of Candidate..... Exam. { First / Second .....

Rank..... School or District.....

Certificate issued..... Certificate refused.....

I. Experience

Success during preceding Year: { Satisfactory / Unsatisfactory

II. Professional Study

SUBJECTS

	Sat.	Unsat.		Sat.	Unsat.
Methods used in Teaching			Reading		
			Gift Work		
Arithmetic			Occupation Work		
English Composition			Play		
Geography			Cookery		
History of United States			Manual Training		
Language and Story Telling			Sewing		
Nature Study					
Number					

Normal Extension or with some degree-giving institution. Five credits are equivalent to about one-third of a year of work in college. Nearly all of the promotions are by means of credits. The main purpose of the examination is to encourage the student habit in teachers and principals.

The reports upon teaching efficiency are made according to these forms:

BOARD OF EDUCATION
CITY OF CHICAGO

OFFICE OF THE SUPERINTENDENT OF SCHOOLS

.....School

PRINCIPAL'S REPORT OF TEACHERS' EFFICIENCY

Term Ending.....191...

	Name (give full name with initials)	Grade now teaching	Estimate of Efficiency	Times tardy during Term	Times absent during Term	Remarks
	Hd. Asst.					
	Kinderg'n Teachers					
	Special Teachers					

Signed.....

Date..... Principal.....School

Principals are requested to make this report at the close of the second week of the school months of January and May and to send it promptly to the Superintendent of Schools.

Teachers are classed as regards efficiency in five groups, namely: Superior, Excellent, Good, Fair, Inefficient. (See Proceedings of Board of Education, September 22, 1909, § 11967.)

BOARD OF EDUCATION
CITY OF CHICAGO

REPORT ON WORK OF CADETS AND SUBSTITUTES

Reports on cadets to be made on last school day of December, May and June, and at such other times as may be necessary. Reports on substitutes to be made at close of period of substituting. When a substitute is employed at the end of any school term, a report should be made of her work up to that time.

.....School, Chicago, ...19.....

To the Superintendent of Schools:

M.....served

as.....in this school, from.....19...
(Cadet or Substitute)

to.....19..., period of.....days, and her

efficiency in such work was..... (Use the words Good, Excellent, Superior, Fair, Inefficient, as in the rating of regular teachers.)

The above reported (substitute) work was in.....grade.

Is this teacher proficient in the teaching of Drawing?.....

Music?..... Physical Culture?.....

In what subject or subjects is she specially prepared for instruction under the departmental plan?.....

Total length of time this cadet or substitute has served in this school,.....months.

Grades best qualified to teach.....

General character of work: H.....work has been.....satisfactory.

(Principals will remember that under the rules a satisfactory report will be understood as an expression of willingness to have the cadet or substitute assigned as a teacher in the school from which such report is received.)

Signed.....

Principal.....School

CINCINNATI [1]

There are two possible applications of a system of rating promotion in this city:

First: Teachers who have received the maximum salary of $950 per annum may receive a promotional salary of $50 per year additional upon the completion of what is termed credit work to the extent of 8 credits. A credit is given for the completion of a course in the University or a summer school or a reading circle or other work approved in advance by the Superintendent of Schools to the extent of at least 24 hours per year. Teachers are not granted more than two credits a year and are discouraged from attempting to do more than that amount. Having received the maximum salary of $1000, teachers continue upon that schedule, doing at least sufficient work to receive one credit every other year.

This work is reported annually at the close of each school year by the principals upon the form shown below, which is then rated by the Superintendent and salaries adjusted accordingly. The instructors in charge of the courses submit also vouchers of enrolment and attendance directly

CINCINNATI PUBLIC SCHOOLS

Report of Professional Work of Teachers in.....School for Year Ending June, 191...

.....Principal

Name of Teacher	Course	Where Given	Leader	No. Times Present	Is Voucher Attached		

[1] See John W. Hall, "Supervision of Beginning Teachers in Cincinnati." Twelfth Year Book, National Society for the Study of Education.

to the Superintendent, which serves as a check upon the statements of the teachers submitted through the principals.

Second: Promotions to administrative positions are open for men in accordance with the qualifications laid down under Regulation 11, Page 40, of the Rule Book. Evidence of college credits required under this regulation is secured directly from the official of the Institution.

CLEVELAND

At the beginning of the school year, when the first pay-roll is completed, a list of teachers who are likely to be entitled to promotion under the salary schedule is made up. This list gives the salary and grade of the teacher. These lists are submitted to the supervisors and assistant superintendents, who mark them.

About six weeks before the close of school the promotion blanks are sent to the supervisors and principals of the various buildings. These blanks are filled out and returned to the Superintendent's Office, after which the list for promotion is made up by the Superintendent and Assistant Superintendents.

PROMOTION OF TEACHERS

OFFICE OF THE SUPERINTENDENT OF SCHOOLS
CLEVELAND, OHIO

TO THE PRINCIPAL:

Please answer the question below concerning.....
.....Grade,.....Present Salary,..... School and return this blank to the Superintendent's Office.

Date blank sent.....19...

Answer received.....19...

Length of service, total.....Length of service in your school.....

Please make the answers straightforward and unequivocal.

(The principal will show this promotion sheet to teachers, individually, before it is filled out.)

..... *Superintendent of Schools.*

REPORT UPON PROMOTION OF TEACHERS

1 **Teaching Power**

a. Does she make regular and thoughtful daily preparation for her work? .....

b. Is she definite in her instruction? .....
Thoughtful? .....

c. Does she awaken and develop power in her pupils? .....

d. What kind of results does she secure? .....
.....

e. Do outside pleasures or duties or her health interfere with her work? ....
.....

2 **Executive Power**

a. Do you consider her successful in discipline? .....

b. Does she secure a responsive working spirit in her school? .....

c. Does she maintain satisfactory relations with the principal's office in matters of reports, care of property, discipline of pupils, etc.? .....
.....
.....

d. What relations does she establish with the patrons of the school? .....
.....

e. What are her weakest points? .....
.....

3 **Personal Influence**

a. Does she inspire her pupils and develop enthusiasm in work? .....

b. Does she train her pupils to independence in work? .....

c. Does she influence her pupils for good beyond the time they are in her presence? .....

d. Is her relation with other teachers in the building wholesome? .....

4 **Professional Sincerity**

a. Is she sincere and earnest in her work? .....

b. Does she thoughtfully measure the outcome of her practise? .....

c. What attitude has she toward the large interests of the profession which she has chosen? .....

d. Is she frank and candid in her dealings with pupils? .....

e. In what spirit does she receive the suggestions of the principal and supervisors; does she regard them as personal or professional? .....

5 **General Culture**

a. Is her scholarship and general information accurate and adequate? .....
.....

b. Is her refinement of manner, control of voice and use of English satisfactory?.....

c. Is she dynamic and progressive, alert and open minded to new ideas? ...

.....

d. What are her special interests?.....

.....

e. Is the teacher's work or personality sufficiently faulty to require serious criticism?.....

Have you made such criticism?.....

How often?.....

With what effect?.....

.....

Principal.

.....

Date.....19...

Leave this space for the Superintendent.

ACTION
- a. Promoted to Class.....
- b. Not Promoted. Remains in Class.....
- c. When the Teacher was notified.....

PROFESSIONAL GROWTH

To aid in determining as to promotion the teacher will please record below any of the following or other means of growth that she has utilized during the past four school years, noting those that have been especially helpful: Travel, summer classes, extension classes, lectures, concerts, special studies in literature, history, music or art.

DETROIT

The following report is filled out each year by the principal of the school. Similar reports are made by the supervisors of the various subjects when called for by the Superintendent. The graduates of the Detroit Normal Training School teach a probationary term of one and one-half years. Reports from the special supervisors of the Normal Training School concerning the work of these cadets are made each semester, and their promotion from class to class and their final contract depend upon the satisfactory character of these reports.

DETROIT PUBLIC SCHOOL REPORT

Name of Teacher.....Class.....Grade.....
.....Practise period ending.....19.. Grade.....

I. Management: —	
1. Handling of classes and dismissals.....	.....
2. Distribution of material.....	.....
3. Physical bearing of children.....	.....
II. Instructions: —	
1. Lesson { 1. Form.....	.....
1. Lesson { 2. Thought.....	.....
2. Daily preparation.....	.....
3. Power of adapting work to needs of children.....	.....
4. Power of holding attention through interest.....	.....
5. Questioning definiteness and purpose.....	.....
6. Originality in devices and illustrations	.....
7. Board work: legibility and neatness.....	.....
8. Desk work: originality and adaptability.....	.....
9. Results:	.....
.....	.....
.....	.....
III. Spirit: —	
1. Attitude toward work.....	.....
2. Attitude toward criticism.....	.....

IV. Personal Items: —

Points to be considered; animation; enthusiasm; manner; voice; self-control; dignity; punctuality; language; (grammatical accuracy); state of health;

Degree of improvement.....
Is the teacher adapted to the work of this grade?.....
How do you rate this year's work considered as a whole?.....

Remarks

Date.....19... ....., *Principal.*

NOTE. — In marking, use the following symbols: E (excellent); G (good); F (Fair); U (unsatisfactory). Use the space under REMARKS for such suggestions as will tend to help the student to strengthen her work where it has shown weakness. This space may also be utilized for any explanation that may be necessary to a full and clear understanding of the marks.

MILWAUKEE

All the plans of promotion are merely matters of usage. Substantially all of them are made upon the recommendation of the superintendent of schools. In the case of principals and supervisors, he bears the entire responsibility for the recommendation. In the case of assistant teachers and minor positions, he bases his recommendation chiefly upon information supplied to him and recommendations made by the assistant superintendents, supervisors, principals, etc. There is nothing in the school law at present which requires any such plan as this to be followed. It is entirely a matter of the school board rules and custom. The board, if it chose, might promote to any position, except to that of assistant superintendent or supervisor, without obtaining or heeding in any way the recommendation of the superintendent, the most incompetent or unqualified person in its employ or from outside. The law at present gives the schools no protection. (For specimen records see pages 150–153.)

MILWAUKEE PUBLIC SCHOOLS

TEACHER'S RATING

SURNAME	GIVEN NAME AND INITIALS	BORN WHAT YEAR	DATE..... 191...

School; Grade; Class.

Diplomas and certificates	.....
Experience in months, outside Milwaukee. Give particulars.	.....
Experience in months, in Milwaukee outside school teacher is now in. Give particulars.	.....
Experience in months in school where teacher now is. Give particulars.	.....

General estimate of teacher's ability and value		ASST. SUPTS.				SUPT.
....., *Principal*						

Remarks:

ESTIMATE BY				ESTIMATE BY			
1. Scholarship				14. Skill in reaching individuals			
2. Professional preparation				15. Influence on pupils			
3. Personal appearance				16. Interest in work and usefulness in the school			
4. School-room voice				17. Interest in profession and in means for improvement			
5. General health				18. Material condition of room			
6. Methods of discipline				19. Work in special subjects			
7. Skill in discipline				20. Attitude towards fellow workers			
8. Methods of instruction				21. General Impression			
9. Skill in instruction							
10. Preparation of daily work							
11. Use of school time							
12. Understanding of and sympathy with children							
13. Ability to lead and inspire							

Remarks

MILWAUKEE PUBLIC SCHOOLS

PRINCIPAL'S RATINGS

SURNAME	GIVEN NAME AND INITIALS	SCHOOL	BORN WHAT YEAR	DATE..... 190...
Diplomas and certificates. Give particulars.	....			
Experience, in months, as teacher before becoming principal. Give particulars.	....			
Experience, in months, as principal outside Milwaukee. Give particulars.	....			
Experience, in months, as principal in Milwaukee. Give particulars.	....			

General estimate of principal's ability and value	ASST. SUPT.	SUPT.

Remarks:

Estimate by			Estimate by		
1. Scholarship			15. Condition of instruction in building		
2. Professional preparation			16. Understanding of and sympathy with ch'n		
3. Personal appearance			17. Knowledge of individual pupils		
4. Educational standards			18. Influence upon individual pupils		
5. Interest in profession and means of improv't			19. Influence on school		
6. Ability to lead and inspire			20. Influence in community		
7. Firmness and tact			21. Ability to meet and deal with visitors and parents		
8. Personal ability to discipline			22. Methods of dealing with teachers		
9. Personal ability to teach			23. Methods of dealing with pupils		
10. Ability to help teachers to discipline			24. Use and care of school mat'l and prop'ty		
11. Ability to help teachers to instruct			25. Use of school time		
12. Knowledge of condition of instruction and discipline in the school			26. Attitude towards fellow-employes		
13. Order and discipline on playground, etc.			27. Promptness and correctness of reports		
14. Condition of discipline in building			28. General impression		

Remarks

NEW ORLEANS

New teachers are appointed upon a probationary period of three years. At the end of the first three months of teaching and annually thereafter, principals make reports to the superintendent on these probationary teachers.

REPORT ON PROBATIONARY TEACHERS

OFFICE OF THE SUPERINTENDENT OF SCHOOLS
NEW ORLEANS, LOUISIANA

TO THE PRINCIPAL:

Please answer the questions below concerning..... and return the blank to the Superintendent's Office.

Please make answers direct and definite.

J. M. GWINN,
Superintendent of Schools.

General Information

Date of assignment to your school?.....
Length of service under your supervision?.....
Grade taught?.....Number of pupils?.....
Is she in good health?.....Has she any physical defects?....
.....

Teaching Ability

Does she make regular, adequate, and thoughtful daily preparation for teaching?.....
Is she definite in instruction?.....Thought provoking?....
.....

Does she keep all pupils at work and mentally alert?.....

Is she resourceful in the use of teaching devices, illustrations, concrete and material helps?.....

Does she use a variety of methods in teaching?.....

Does she awaken an interest on part of pupils for school work?.....

.....

What kind of results does she secure?.....

Ability to Control

Do you consider her successful in discipline?.....

Does she secure a responsive working spirit in her pupils?.....

Is she forceful?.....Tactful?.....Self-controlled?.....

Systematic?.....Punctual?.....

What are her weakest points?.....

Does she give sufficient attention to the ventilation of the room?.....

To temperature?.....To lighting?.....

To seating?.....

Professional Spirit

Does she give herself freely to her work?.....Does she love her work?....

Does she seek to improve her knowledge?.....Her method?.....

Is she sincere and earnest in her work?.....

Does she participate in the professional organization in the city and state?

.....

Does she coöperate with the other teachers?.....With parents?.....

In what spirit does she receive the suggestions of the principal?.....

Does she carry out instructions?.....

Is she loyal?.....

Education and General Culture

Is her scholarship accurate and adequate?.....General information?....

.....

Are her refinement of manner, control of voice, and use of English satisfactory?.....

Is she progressive and open-minded?.....

What are her special interests?.....

Do you recommend that she be confirmed in her appointment as teacher?

.....

Remarks

.....
.....
.....

.....
Principal.

.....
School.

Date.....**191**...

Twice each year principals are required to make report on the efficiency of all teachers. The reports made by the principals, supplemented by the reports made by the assistant superintendents, are very largely made the basis for recommendations for retirement of teachers and for promotion to some special kind of work. (See pages 157–158.)

PRINCIPAL'S REPORT

Upon the Efficiency of Teachers

.....School

Date.....191...

Name of Teacher	General Information				Teaching Ability								Discipline					Professional and Community Interests								
	General Efficiency	Grade Taught	Times Tardy	Days Absent	Health	Knowledge	Preparation and Plan	Results Obtained	Ability to Interest	Ability to Get Pupils to Work	Choice of Methods	Resourcefulness in Meeting Difficulties	Use of Material and Concrete Illustrations	Skill in Questioning	Order and Deportment of Class	Method of Securing Same	Voice and Manner	Ability to See What Goes On	Attention to Details Requisite for Order	Attitude toward Teaching	Self-improvement	Coöperation with Principal	Relation with Teachers and Parents	Participation in School Activities	Faithfulness in Discharge of Duties	Keeping Records and Making Reports	

Recommendations

NOTE. — In rating teachers in this report numerals should be used as follows:

Excellent,	represented	by the	numeral	1
Good,	"	"	"	2
Fair,	"	"	"	3
Poor,	"	"	"	4
Very poor,	"	"	"	5

Sec. 14 of Article VIII of the Rules and Regulations of the Public Schools is as follows: "On the first Monday in December and May he (the principal) shall submit a report to the Superintendent upon the efficiency of all teachers under his supervision."

PHILADELPHIA

The form on page 160 is used by the principals to report to the district superintendents twice a year. The District Superintendents use the same form in reporting to the central office, but they report only those who are applicants for some higher position or who are not rendering satisfactory service. In this office the rating of the district superintendent (which, by the way, is given numerically) is combined with other elements to determine the final rating, but the efficiency rating given by the district superintendent is always the chief element in determining the teacher's standing. The chief supplementary element is that of advanced study. Certificates from reputable institutions are accepted as evidence of this study. There are no promotional examinations in the usual sense of this term. Some positions require special certificates, for which, of course, examinations are held.

RATING OF TEACHERS

Term Ending.....191..

.....School, District No..... ....., *Principal.*

	NAMES (List every Teacher on roll at end of term, highest grade first. Rating may be omitted for those on roll less than two months.)	Grade or Subject	Candidate for	General Rating	Detailed Statement—only for {a. Candidates for promotion; b. Teachers rated Unsatisfactory}				
					S=A, B, or C; U=D, or E				
				Satisfactory or Unsatisfactory	Instruction	Discipline	Records	Coöperation	Other significant data (attendance, punctuality, health, sight, hearing, etc.)
1									
2									
3									
4									
5									
6									

ST. LOUIS

The plan pursued in St. Louis is, briefly stated, as follows:

Each principal of a school is required to make a report upon the teachers of his school three times a year, the first week of November, January, and April. The last report is the most complete of the three. The first two are confined to three points, the last includes six points.

Each principal is required to make in addition to these reports a written report in detail, covering the six points named in the third report, on each new teacher at the time the third report is made. When a principal takes charge of a new school, such a report is required with reference to each teacher in the school. Thereafter, whenever a change is made in the marking of a teacher, a written report covering the point in regard to which the change is made is required. If, however, no change is made in the marking of a teacher, it is deemed sufficient to state in writing that the marks of teachers named have not been changed and that the judgment previously recorded is reaffirmed.

The marks of each teacher are transferred in the superintendent's office to permanent cards immediately after the report of the principal is received, and these cards are kept on file in the office for examination whenever the record is desired by the superintendent or his assistants, or by members of the Board of Education, and, on request of the teacher marked, are shown to that teacher.

If an assistant superintendent cannot approve the marking of a teacher in his district, he is expected to note this fact on the teacher's card over his signature.

Usually promotions are made within the corps of teachers of the school in which the vacancy occurs, but if there is no one in the school to whom in the judgment of the superintendent the promotion should be given, a teacher with superior record may be transferred into the school and receive the promotion. It is not customary to promote any teacher who has not been marked "E" (excellent), in all

respects, for a number of years and has not been designated for promotion repeatedly. Exceptions may be made in case unusual merit has been shown.

Separate reports are required on substitute and apprentice teachers, and each assistant superintendent is required to make a report on each principal in his district once a year. Each year also each assistant superintendent makes out from the list of teachers in his district a list of teachers who in his judgment and in accordance with the marks on the permanent cards as well as with his own observations are eligible for promotion should opportunity occur. These lists are placed in the hands of the Superintendent of Instruction. In making promotions, excellence and kind and length of service are the factors that determine the selection.

ANNUAL REPORT ON TEACHERS' STANDING

OFFICE OF THE SUPERINTENDENT OF INSTRUCTION
BOARD OF EDUCATION

ST. LOUIS, MO.,.....191..

TO PRINCIPALS:

Rule 44, Section VII, of the Rules of the Board of Education provides as follows:

"For the proper grading as to merit, the Superintendent of Instruction shall direct the principals of each of the public schools to render him at least three reports during each year upon the standing and qualifications of each individual teacher, in such manner and upon such printed blanks as he may find advisable for obtaining the fullest information in that regard."

The principals will make these reports, required by the rule of the Board of Education, during the first week of November, January and April of each year. It is intended to have two of these reports in a brief form, and the last one in the form of a full statement.

You are requested to return to this office, on or before....., a full report of your estimate of the practical efficiency and the professional qualities of each of the teachers of your school, including Kindergarten teachers, in accordance with the directions given below.

For a correct understanding of the brief headings of the columns, the following suggestions are made:

A. — Practical Efficiency

1. **Management of Children.** — This includes what is usually called the "discipline of the room," and also the general influence of the teacher's management

on the development of character. Both the results and the methods of a teacher's management of the children should be taken into consideration. There may be, on one side, good order not based on fear of punishment, but brought about by a strong teacher's kindly influence over her pupils, and, on the other hand, there may be strict order attained by an unnecessary frequency of cases of discipline, and a manifestation of caprice or unnecessary harshness.

2. **Instruction.** — A teacher's power to impart instruction should be judged both by the results accomplished, and by the educational value of her methods of teaching. The principal should take into consideration the influence which her instruction has on the development of the children's intelligence, interest, self-activity and progress. In case of the Kindergarten teacher, principals will report under the head of Instruction, her efficiency in the educational work of the Kindergarten.

3. **Attention to Details of School Business.** — This includes the teacher's regularity of attendance (tardiness), accuracy, and neatness of record work, promptness in required reports, readiness to carry out directions (coöperation), the neatness of the room and similar matters.

B. — Professional Qualities

4. **Scholarship.** — This includes the schooling received by the teacher, the general information which she possesses and preparation for her special work.

5. **Professional Interest and Zeal.** — By this is meant the desire for self-improvement, the habit of reading good literature and of using the means of self-culture, which, through lectures and otherwise, the city offers. It includes professional progressiveness, attending teachers' meetings, etc.

6. **Personal Qualifications.** — This report should show the general estimate which the principal places on the value of the presence and assistance of the teacher as a member of the faculty of the school. It includes the teacher's tact in dealing with parents and pupils, and her general influence.

Kindly write on the other side of this paper in each column, opposite the name of the teacher, the initial letter of one of the four words: **excellent, good, moderate and unsatisfactory — (e, g, m, u).**

7. **Transfer.** — Where a principal is dissatisfied with the work of a teacher and believes a transfer is advisable, the letter "t" should be placed in the fourth column. In such case the reason must be fully stated at the end of this report. No transfer should be indicated in this report for any cause other than dissatisfaction on part of the principal with the work or management of the teacher. A principal should not recommend a transfer where the teacher, in his opinion, is inefficient and should be discontinued. In such case the word "inefficient" should be placed in the fourth column.

8. **Promotion.** — Where a teacher does exceptionally good work and excels, compared with other teachers of the same grade, the principal shall designate her as worthy of promotion by placing the letter "p" opposite her name, in the fourth column. If more than one teacher is reported for promotion, the principal must indicate his preference by reporting "p 1," "p 2;" otherwise the recommendation is void.

9. In addition to this general estimate expressed in marks, and made in regard to every teacher, principals will send a detailed report on every new teacher that has been added to their school by transfer or otherwise, since their report of a year ago. For this purpose they will write on each of the enclosed blanks the name of one of their new teachers and state fully their opinion of her practical efficiency and personal qualifications, under each of the six topics explained above. They will place the special topic as a title above each of the statements that are made concerning the new teacher.

Principals should add reports on such of their old teachers in regard to whom they wish to change any of the opinions expressed in former years.

Principals who have been transferred or appointed to a school on whose teachers they have not previously reported will send a detailed report on each teacher in their corps. As a rule this special and detailed report need not be made in regard to those teachers on whom the principal has reported fully in some previous year, except when such report is specially called for by the Superintendent.

When making the returns that are hereby required, principals will place the names of all the teachers on one blank and write and sign the following statement: "A detailed report on the teachers in the above list was sent to the Superintendent in the year ....., and I hereby confirm the report then made as being a correct expression of my opinion of the present standing of these teachers."

Your attention is urgently directed to the necessity of making this report a candid statement which is uninfluenced by any consideration except the wish to make it agree fully with the facts. A principal becomes alone responsible for the presence of unsatisfactory teachers in his school, if he fails to report frankly his estimate of their work and qualifications.

Respectfully,

.....

Superintendent.

.....School

St. Louis,.....19..

To the Superintendent of Instruction:

In accordance with Rule 44, Section VIII, of the Rules of the Board of Education, I herewith present the following report on the standing of the teachers of my school, which is correct according to the best of my knowledge and belief.

.....

Principal.

Names	Practical Efficiency			Professional Qualities			Request for Promotion or Transfer
	Management of Children	Instruction	Attention to Details of School Business	Scholarship	Professional Interest and Zeal	Personal Qualifications	
1.....	.....	.....	.....	.....	.....	.....	.....
2.....	.....	.....	.....	.....	.....	.....	.....
3.....	.....	.....	.....	.....	.....	.....	.....

SALT LAKE CITY

Candidates without experience and those whose experience is less than three years shall be assigned to the first class, and other probationary teachers shall be assigned to the second class. No probationary teacher in the first class shall be promoted whose rating in efficiency is less than "C," and no one in the second class shall be promoted to the rank of regular teacher whose rank is less than "C." Provided, however, that for unusual merit the board may at any regular meeting promote any probationary teacher to the rank of regular teacher.

Reëlected teachers of required efficiency shall be advanced fifty dollars each year until the maximum salary has been reached; provided, however, that any reëlected teacher may, for cause, be denied promotion or reduced in rank; and, provided, further, that any reëlected teacher may at any regular meeting of the board for exceptional merit be given a further advance to an amount not in excess of the maximum salary; provided, also, that the maximum salary attainable by any reëlected teacher shall be determined upon the basis of efficiency as follows: "C" group, $700; "B" group, $900; "A" group, $1,020.

No teacher in the "D" group of efficiency shall be reelected to the rank of regular teacher.

Any regular teacher demoted to the rank of probationary teacher will be discontinued not later than the end of the year in which such demotion is made effective, unless evidence is shown of satisfactory growth of efficiency.

It shall be the duty of the superintendent of schools to notify in writing any teacher rated as "D" or "U" of such classification at least four weeks before the close of school. Such notification should be given as early in the year as may be practicable, in order that the teacher may have all reasonable opportunity for improvement.

PUBLIC SCHOOLS OF SALT LAKE CITY

.....School ....., *Principal.*

191... 191...

Full Names of Teachers	Class Taught	Teacher's Scholarship	Teacher's Tact with Children	Application	Methods	Discipline	Attitude of Pupils toward Work	General Estimate	Remarks

EXPLANATORY. — "A" Excellent; "B" Very good, strong; "C" Acceptable, satisfactory; "D" Fair; "U" Unsatisfactory.

To be filed on or before.....

Remarks:.....

SPRINGFIELD, MASSACHUSETTS

Principals report the efficiency of teachers upon the following form:

CITY OF SPRINGFIELD, MASSACHUSETTS

SCHOOL DEPARTMENT

Report on Teachers,.....School,.....191...

Names — In Order of Merit	Grade	Salary	Years of Service		Instruction	Discipline	Attention to Details	Remarks
			In Spring-field	Else-where				

....., *Principal.*

SCALE OF MARKING: E — excellent; G — good; M — moderate; P — poor. Plus and minus signs may be used if desired, and names of equal merit may be bracketed. Additional remarks, if any, may be written on a separate sheet.

An impartial study of the typical teaching efficiency plans and devices assembled in this chapter produces two clear impressions. First, that they provide only crude mechanical and incomplete measures of teaching performance; and, second, that they are, even in their existing primitive form, clear evidences of a most significant phase of school supervision, now in the process of development, which must be further developed if the inherent craft consciousness of professional responsibility is to be transmitted into the reality of effective individual performance. They presage the time when permanent teaching service will be equivalent to daily teaching fitness; when organized school supervision may be regarded as something more than a sport of professional egoism.[1]

[1] American school men will find in Dr. F. H. Hayward's "The Psychology of Educational Administration and Criticism" (London, 1912) much of stimulative value; especially Part II, Studies in Egoism, and Part III, Studies in Educational Opinion.

CHAPTER XI

RECOMMENDATIONS FOR REORGANIZATION

THE survey that has been made by this portion of the Inquiry has led to the following four recommendations for the reorganization of the supervisory staff. Through these recommendations an effort has been made to concentrate attention upon those official agencies and forces that, from their strategic position, and by their constitution and nature, exert a determining influence upon the character and effectiveness of the accomplishments of the schools of the city. The inadequacies of the school system cannot be removed, nor the maladjustments corrected, without treating directly these tap-roots of control.

RECOMMENDATION I

That appropriate steps be taken to secure the necessary legislation for the abolition of the Board of Superintendents and the position of associate city superintendent; and that a careful, detailed study[1] *be made of the powers and duties now belonging to the City Superintendent, to the Board of Superintendents, and to the associate city superintendents, to the end of securing a more efficient and economical distribution of the necessary administrative and supervisory powers and duties among the City Superintendent, the proposed Supervisory Council, the district superintendents, and the principals of schools.*

The arguments in support of this recommendation may be summarized as follows:

[1] By the proposed Bureau of Investigation and Appraisal; or by the Board of Education, pending the establishment of such bureau.

(1) Under the existing form and method of control of the school system the Board of Superintendents is charged with the exercise of the three varieties of control functions: (a) administrative, (b) supervisory, and (c) inspectorial — already described.[1] While, under the conditions that obtain in the school organization of a small city, these three classes of functions are not independent or mutually exclusive as to character and object, the magnitude of the demands and the complexity of the activities of the New York City public school system are such as to necessitate specialization for performance and for fixation of responsibility. Until these distinctions in the several varieties of school control are recognized and provided for, there will continue to be, as now, a constant duplication of effort and a friction of operation of the constituted agencies.

(2) As an agency for the prompt and effective performance of executive and administrative duties the Board of Superintendents is unnecessarily complicated in its organization and methods of procedure. Of its general powers and duties, as enumerated by the charter, and in the by-laws of the Board of Education, there is none that could not be more effectively, economically, and promptly performed under the direction of a single administrative officer. Of the principal powers and authorities of the Board of Superintendents, as enumerated on page 82 of this report, Items b, h, j, l, m, and n might properly fall within the exclusive jurisdiction of the City Superintendent. Items a, e, f, g, i, and k should belong to a representative body of supervisors and teachers. Item c cannot literally be carried out by a board. Item d raises the issue as to whether or not the district superintendents and directors should not be nominated from an eligible list, as are principals and teachers.

(3) The abolition of the Board of Superintendents is necessary in order more definitely to fix responsibility for the requisite administrative control of the schools. At the present time there is too much divided responsibility, and

[1] See Chapter II, pp. 7–13.

consequently too great opportunity for bureaucratic and personal control.

(4) A careful examination of the minutes of the Board of Superintendents for the past three years produces abundant evidence for the conclusions that the time and energy of the board, as a board, are taken up with matters requiring abilities of a high-grade clerical character rather than the combined services of nine high-priced, and presumably expert, educational directors.

(5) As supervisory officers the members of the Board of Superintendents are too far removed from the actual conditions confronting teachers, schools, and neighborhoods to render the most needed form of service. There are no valid reasons for giving to this body complete authority over the activities and freedom of those who are primarily responsible for the accomplishments and progress of the pupils.

(6) The proper inspection and appraisal of the work of the school system require capacities and training radically different from those of an administrative officer, and an attitude of mind inconsistent with responsibility for the performance of routine tasks.

(7) The members of the teaching and supervisory staff, as well as the people of the community, have a right to a readiness and promptness in the working of the administrative machinery not possible under the present multiplicity of checks and balances contained in the Board of Superintendents.

SPECIAL NOTE. — On April 23, 1913, five of the nine members of the Board of Superintendents submitted to the Board of Education (Document No. 5, 1913) a "Review and Reply" to the report forming a basis of this book. This review and reply attempts to criticise the standards, methods of investigation, and the recommendations of the report. In reality, however, it is a defense of the board as an organization, its activities for the past decade, and its present efficiency. A thorough and sympathetic study of the arguments presented in the document leads to the conclusion of the soundness of this recommendation.

RECOMMENDATION II

That appropriate steps be taken to secure the creation of a Supervisory Council to be composed of the City Superintendent, all of the district superintendents, and a selected number of directors, principals of training schools, principals of high schools, principals of elementary schools, and representatives from the teaching staff in the various types and grades of schools.

To this Supervisory Council should be given general powers and directions with regard to programs of study, and all other essential matters relating to the methods and standards of instruction. Until such a representative board is charged with educational responsibility, the city cannot hope to secure the most efficient service, nor will teachers be given a degree of freedom consistent with the effective performance of the duties assigned them.[1] In support of this proposition the following may be offered:

[1] "During the past three years emphasis has been given to the necessity of mutual coöperation in the teaching body. A school system can do but medium work if the supervisory force fails to furnish intelligent leadership or lacks authority in carrying into effect such major policies as may be decided upon. Any condition that allows the whims or vagaries of individual principals or teachers to supplant or interfere with these major policies is indefensible. When the teachers in the same city are not working in accordance with the same plan towards the same end, the total product of the schools will have less value than it should have.

"Every principal recognizes the necessity of having the work done in arithmetic in the fourth grade made the basis for instruction in arithmetic in the fifth grade. It is highly detrimental to the pupil to start to learn complementary subtraction, for example, in one grade, and then be compelled to begin on a different system in the next grade. The resulting confusion leaves the pupil much worse off than he would have been had either plan been followed in both grades. It is the business of the principal to see that a sufficient uniformity of aim and method shall be present in all grades of his school to insure for each pupil the regular and systematic presentation of educational material or proper simplicity and at a rate suited to his ability.

"It is equally evident that reasonable uniformity of aims, methods,

(1) As already argued in this report, the effectiveness of the control of a school system is measured by the degree to which there is provision for coöperation of all those re-

and material should exist in a city such as Boston, where thousands of pupils change yearly from district to district. Any system of management that fails to secure a degree of coöperation sufficient to accomplish these results is inefficient. Granted, then, that the separate schools of the same school system should have reasonable uniformity in aims, purposes, and policies, the important problem of school administration is what shall those policies be and who shall determine them?

"One grave defect in American education is the lack of any *institutional* method for the participation of teachers in the determination of major educational policies. These policies are generally determined *individually*, i. e., by the superintendent for the whole city, by the principal for his own school, or by the teacher for his own class. Each is far from good.

"If the superintendent is vested with full authority, the schools go up and down with the varying ability of successive superintendents. Under an able man, the schools may be brought rapidly to a high degree of efficiency; his successor, having different policies to enforce, may produce dire confusion. A still more detrimental effect of an autocratic system is the development in the teaching body of a lack of responsibility for major things and the growth of a feeling of waiting for orders rather than a feeling of intelligent participation in the larger elements of educational work.

"When, on the other hand, individual principals conduct their schools without reference to the mutual relations that should exist among the different districts in the same system, the resulting waste of effort is still greater. The condition becomes intolerable when individual teachers are allowed to teach their classes along lines opposed to the established plan for the conduct of the whole school, and out of harmony with the work done by their fellow-teachers. The supremacy of individual teachers, though it may produce contentment, brings with it educational chaos.

"What is needed is an organization that provides for the fullest consideration of educational policies by teachers, by principals and by the supervisory force, wherein every major problem may be discussed with fullest harmony and with most complete information as to its bearing upon the interests of pupils, of teachers, and of the community. Such an organization should have official recognition and become a permanent institution that would guarantee a professional rather than a personal consideration of school problems. It should serve to eliminate the whims of successive superintendents and be equally valuable

sponsible for results. The chief evil of the existing scheme of control is to be found in the disinclination to utilize the

in curbing the teacher who insists upon his personal prerogatives without recognizing the relation of his work to that of his fellow-teachers.

"For the purpose of establishing such an institution the high school councils have been created. In each high school the department meetings furnish opportunity for discussion participated in by every teacher concerned. Any given problem may here be considered with reference to its effect upon both pupils and teachers, and each teacher can have his say. In the council meetings each high school is represented, and any modifications of the department decisions, made necessary by the interrelation of the high schools, may be determined. The recommendations of the councils are sent to the Head Masters' Association, and here the questions are again discussed by the principals with reference to the broader lines of high school administration that they may involve. Here, also, are present representatives from each council, thus insuring that a recommendation from one council, say that of English, shall be subjected to the critical consideration of representatives from every other council whose interests may be affected thereby. The conclusions of the head masters are in turn submitted to the Board of Superintendents, where they are again discussed with reference to their relation to the school system as a whole.

"When a recommendation reaches the final authority, — the School Board, — it does not represent the personal opinion of any teacher, principal, or superintendent. It may fall somewhat short of the best that has been proposed, but it is almost certain to be the best that is possible at that particular time and with that particular set of teachers. It represents intelligent and responsible participation of all interests in a decision that can be carried into effect by hearty coöperative effort.

"It is not conceivable that a policy adopted under such a system could be seriously detrimental to the interest of teachers, or be contrary to well-established principles of education, or restrict opportunity for the full play of the initiative and personality of the teacher. Any one who would seriously object to carrying out a policy so adopted would be placing himself in opposition to the consensus of opinion of his fellow-teachers, and would justify doubts as to his further usefulness in that particular school system.

"The preceding discussion attempts to point out some of the proper and desirable restrictions upon the legislative functions of the superintendent. It is highly important that no similar restrictions be placed upon the executive functions exercised by the superintendent and his assistants. When once a major policy has been determined, there

experience of the great body of teachers and supervisors who always make up the advance guard of stable progress.[1]

should be no hesitancy in placing it in operation, and no lack of authority on the part of executive and supervisory officials in enforcing it.

"For the elementary schools, the problem of permanent organization and of official recognition of a similar form of systematic participation of teachers in the determination of major educational policies is more difficult but fully as desirable. The enthusiasm and ability that have marked the deliberations of the various committees appointed during recent years give full assurance of the successful operation of such a plan when once established. It is hoped that, with the help of leading teachers in the elementary schools, a system of teacher-participation may soon be devised that will retain for the Boston schools the advantages of initiative and individuality and secure for them the advantages of systematic organization and coöperative effort.

"In accordance with the general belief outlined above, the amount of participation of teachers in the determination of courses of study and of general educational policies has been increased from time to time. Some of these activities have been given systematic organization in permanent form, such as high school councils; others should be given a similar organization; still others best serve their purpose by being temporary in nature." — Superintendent Stratton D. Brooks of Boston, on "Participation of Teachers in Determination of Educational Policies." In Twenty-ninth Annual Report of the Superintendent of Schools for 1908–1909. School Document No. 13; 1909.

[1] On May 26, 1912, the following letter was sent to the officers of twenty-six voluntary associations of teachers:

"My dear Sir:

"Will you kindly give me, for our use in connection with the School Inquiry, the aims of your association and the number of members, and a brief statement of the work which the association has done in the last five years?

"Also, will you kindly let me know what consideration has been given to your results by the Department of Education — the Board of Superintendents and the Board of Education?

"I am sending a letter like this to the president of each of the voluntary associations of teachers, so far as we know what these associations are. I shall be greatly obliged to you for a reply at your earliest convenience."

Replies were received from eighteen associations. While certain of these organizations have as an avowed object the protection and advancement of the material interests of their members, the majority aim

(2) At the present time the extent to which the members of the teaching and supervisory staff (district superintendents, directors, and principals) are permitted to participate

to promote the educational interests of the schools. It is clearly evident from the statements made as to the objects and work of the associations having a distinctly professional aim, that a genuine effort has been made to assist in the solution of a large number of the internal problems of the schools, but that the school authorities have not sought to utilize the large amount of energy and interest available. The following paragraphs from the replies are significant in this connection:

(a) "Just what the reception of such resolutions was by the Board of Superintendents or Board of Education is hard to say. We do not know. In general, the communications have received consideration which has in all probability been much oftener favorable than unfavorable, though not by any means universally so."

(b) "Some of our recommendations were adopted by the authorities; but these were mainly on matters of minor importance — matters of routine administration. Recommendations on such matters as salaries, school organization, courses of study, and the like, were seldom if ever adopted wholly; they were received usually with a promise of consideration, and possibly exerted some influence in determining the final disposition of the matter."

(c) "From the Board of Education we asked for the appointment of as many men as possible in December, 1911, to avoid the reduction of the Equal Pay schedules. This request was granted. We have asked many other favors for the schools, which we have generally received. Save for the passing of the Equal Pay schedules (in which the Board of Education reduced by nearly one-third (⅓) the salaries of men hereafter to be employed in the elementary schools), the Board of Education has always given our requests most considerate and respectful attention.

"The Board of Superintendents has, on the other hand, preferred to deal with . . . always as individuals. Our Association is loyal to the Board of Education and to the Board of Superintendents, but with no reciprocal action on the part of the latter."

(d) "So far as any evidence has come to us, no attention (not even acknowledgment) has been paid by the Superintendents to any of the above."

(e) "Our Association has had about five hundred members each year, and our work has been — Opposition to a decrease in the salaries of our members in order to secure 'Equal Pay' — A study of Teachers' Ratings and Promotions, Clerical Work, Discipline, Correlation between

in the making of the internal policy of the school system is wholly within the personal choice of the City Superintendent or the Board of Superintendents. If participation is desired, it is requested or commanded. It is not one of the rights and obligations of the members of the teaching and supervisory staff. *A truly progressive educational policy within the school system requires that coöperation be legalized.* No school system fulfils its existence under a control that is feudal in character.

Three principal aspects of this Supervisory Council may be considered briefly: *First,* its motive; *second,* its organi-

Elementary and High Schools, and Improvements in the Course of Study.

"I regret to state that very little consideration has been given us in the above matters."

(f) "We have published a number of reports, one on the course of study for elementary schools, one on the necessity for men teachers, one on supervision, one on congestion in the city schools, and others. I cannot recall that one of these reports ever received the slightest consideration on the part of the present administrative officials of the Board of Education, although most of these efforts were most favorably and widely commented upon."

(g) "About five years ago we received a formal request from Superintendent . . . that we formulate a course of study. To this end we devoted several regular and extra meetings, for at least a year, and, after considerable discussion and labor, agreed upon a course of study. . . .

"This plan was submitted to Superintendent . . . and to . . ., but no action was taken by them. In fact, it was never heard of afterward."

(h) "So far as I recall, no attempt was made to improve conditions; some think merely because the suggestion originated at the bottom instead of at the top of the school system."

(i) "But within the past five or six years, recommendations and suggestions addressed to the City Superintendent have received little or no recognition — frequently not even acknowledgment. In some cases, however, our suggestions have seemed to cause the authorities at Fifty-ninth Street to act, though we have not received credit for starting the action."

(j) "Every recommendation our association has made to these bodies has been received in the most kindly spirit, and has always been given the most careful consideration."

zation and operation; *third,* the dangers inherent in it to the supervisory and teaching staff of the public school system.

Our democratic ideal, if it is to persist, must be embodied in the institutions of our society rather than vaguely expressed in the commonplace epigrams of our language. What more appropriate institution for this embodiment than the public schools? Thus far the mythical democracy of the school has centered itself upon children. There is, however, a democracy of the school that comprehends the *workers* with children as well as the children themselves. Both teachers and pupils must be included in the conception of the free school; otherwise, distortion of the aim of education results. The school system cannot teach and cannot vitalize democracy with children free and teachers enchained. Through a representative Supervisory Council a partial realization, at least, of the ideal of the democratic school is possible. It is the one agency that will permit the conservation and the constructive utilization of the best skill of teachers and supervisors for the benefit of schools and of children.

The Supervisory Council represents a practical ideal. If boards of education and city superintendents really want the supervisory and teaching staffs to be organized in such a way as to provide for a larger and more effective participation in the making of internal educational policies of the schools, this can readily be accomplished. The most frequent objections to such a council, that it might be too large, that it might have functions that it could not well perform, and that such a form of school control has not yet been developed, in no wise touch the fundamental principle involved.

My own conception of the Supervisory Council is not that of the "advisory" council. A properly constituted Supervisory Council would consist of a permanent representative body of teachers and educational directors with *legalized* powers and functions; not subject to political interference under the guise of retaining to the people or to

persons vested rights and privileges; nor dependent in the scope and character of its activities upon the benevolent paternalism of the Board of Education. Without permanent authority it will have no real responsibility. Without responsibility it cannot be an element of strength in the structure of the government of the schools.

Notwithstanding a firm and well-grounded conviction as to the practicability and the inestimable worth of an educational instrumentality such as the Supervisory Council purposes to be, continued observation and study of the current trend of public schools over the country compels the recognition of certain dangers inherent in such a council. The principal one of these dangers is to the profession of teaching itself, that it shall prove unequal to meet the larger responsibilities for the welfare of the public schools. For two decades now there has been an insistent, though almost entirely unsuccessful, effort on the part of the public school teachers of our urban centers for a larger collective freedom and a wider opportunity for individual initiative. Accompanying this has been a plea to remove the work of teaching from beneath the over-weight of machinery and bureaucracy. A rational development of the Supervisory Council would result in this collective freedom and in the stimulation of that individual skill and capacity now thought to be suppressed by the mechanism of the school. At the same time, the Supervisory Council would place the teachers of a city on trial for their independence. It would also place the Board of Education on trial to demonstrate the wisdom and honesty of its public trusteeship, and would test, moreover, the quality of the educational leadership of the City Superintendent.

A second danger, none the less grave, to which the Supervisory Council may be subject, is that it may not be truly representative of the *profession* of teaching in its constitution and conduct; that it may fall under the control of cliques, of self-seekers, or of one of those active and iconoclastic groups to be found today in the public school ser-

vice of our larger cities. If the main effort of the Supervisory Council becomes centered in the attainment of the narrower personal interest of its members, and not in better teaching as the principal means to better education; if the Council becomes absorbed in *compensation* of teachers rather than *competence* of teachers as the greatest of professional issues, then it will never justify its existence nor be entitled to that genuine public confidence which will ever be its chief bulwark.

The proposal for the Supervisory Council contemplates a reconstruction of the controlling forces of the public schools that will enable the development of a *responsible freedom* by those immediately charged with the education of children. It is idealistic, it is experimental, but the tremendous importance of such an agency to vitalize and more fully utilize the teaching resources of every great school system justifies a thorough trial of its possibilities.[1]

RECOMMENDATION III

That there be established, as an integral part of the system of school control, a Bureau or Division of Investigation and Appraisal.

This bureau or division should be in charge of a chief or superintendent who is directly responsible to the Board of Education, and should be organized in such a manner as to enable it to serve as the central agency for the gathering and interpretation of statistical and other data with reference to the schools; and also for the carrying on of such investigations as are necessary for the rational development and expansion of the school system. It should bear the same general relation to the Department of Education

[1] "In their present servitude to State or Church, educators are usually unable to conceive what they would do in freedom." — W. E. Chancellor, "Motives, Ideals, and Values in Education," p. 104; also *passim*, especially Chapter X, pp. 115 ff., on The Subordination and Dependence of the School, — a chapter of classic worth.

as the existing Bureau of Municipal Investigation and Statistics bears to the Department of Finance.

The following arguments may be indicated:

(1) The school system of the city suffers from a lack of definite, detailed knowledge of its own working and its own cost. As has already been pointed out,[1] the fundamental importance of the inspectorial form of control has been recognized only to a very limited extent. And even where its importance is recognized, officials charged with the responsibility for administrative or supervisory duty appraise their own performances. Investigation that is needed is not carried on at all.

(2) It is evident that one of two things will result in the immediate future. Either the work indicated for this proposed bureau will be attempted by agencies outside of the school system, or else there must be established, within the school system, as an integral part of its organized control, an agency properly equipped with trained investigators, to set forth to the supervisory and administrative officials of the school system, and the people of the city, those essential facts absolutely necessary for the intelligent development of schools and of public sentiment. Of these alternatives it would seem that the latter is to be greatly preferred. No outside agency could carry forward the work of inspection, of formulating impartial judgments of results, and of proposing new procedures, without much friction and loss of energy.

(3) The problems of public education in New York City are not conventional problems. Many of the more pressing ones are new in the social and educational world. They cannot be solved by preconceptions, or the showing of hands. In so far as is possible, the situation and causes that have generated these problems must be weighed and analyzed before rational and permanent solutions can be found.

[1] See pp. 12–13.

RECOMMENDATION IV

That the Board of Examiners be reorganized so as to provide for nine members, including the City Superintendent of Schools, ex officio; the service of the eight appointed members to be arranged so as to permit each member to devote every fourth year to supervisory or other special duty in the school system.

The eight appointed members should be divided into four classes of two each. The members of each class should be relieved, in regular rotation, from their immediate duties as examiners, and devote one year to some assignment that would bring them into direct contact with the schools and the teaching staff of New York City or with the schools of other localities and countries. Such a plan would mean that, during any year, there would be six active members of the board. We regard this recommendation by us as fundamental to the continued effectiveness of the Board of Examiners, for the following reasons:

(1) It would inhibit the well-recognized tendency of such examining bodies to become isolated from the situations under their control.

(2) It would permit the members of the board to study the needs of instruction to the end of bringing about more effective relationships between the formal examinations for licensing and the performances within the school.

(3) It would provide for a higher degree of specialization of effort on the part of the members of the board. The range and variety of examinations now necessary to be given to determine the special qualifications of teachers are large enough to tax the capacity of six examiners.

Appendices

APPENDIX A

BY-LAWS GOVERNING THE ORGANIZATION OF ELEMENTARY SCHOOLS

Previous to January 1, 1912, the organization and supervision of elementary schools, as provided for by the by-laws of the Board of Education, were as follows: [1]

Organization of Elementary Schools

"Sec. 51. 1. Each elementary school shall be divided into classes. A class shall be understood to mean the number of pupils, whether of like grade or not, placed under the care of one teacher.

"2. For purposes of organization and supervision, elementary schools shall be divided into the following orders:

First Order: Schools having forty-eight or more classes.

Second Order: Schools having from twenty-eight to forty-seven classes.

Third Order: Schools having from twelve to twenty-seven classes. (When necessary a group of small schools may be regarded as a school of the third order.)

Fourth Order: Schools having from six to eleven classes.

Fifth Order: Schools having less than six classes.

"3. The number of classes in a school shall be determined by the Board of Superintendents. The number of

[1] By-laws of the Board of Education, 1911, pp. 65 ff.

teachers shall not exceed the number of classes except as determined in this section. Subject to the approval and direction of the Board of Superintendents, the principal shall assign teachers to class duty, unless increase or diminution of salary is involved in such assignment.

"4. All schools of the first, second, and third orders shall be placed under the administration of a principal (a person holding a principal's license), who shall not be required to teach a class, but this provision as to license shall not affect the status of persons appointed as principals prior to February 3, 1902, and now serving in such capacity.

"5. Each school of the fourth order (unless grouped, as provided in subdivision 2 of this section) shall be placed in the charge of a teacher, with the rank of assistant to principal, who may be required, at the discretion of the Board of Superintendents, to teach a class. Such teacher in charge shall hold an assistant to principal (head of department) or a higher license, and shall be regularly appointed for the district in which such school of the fourth order is situated, and shall be assigned to the charge of such school by the Board of Superintendents. . . .

"6. Schools of the fifth order (unless grouped, as provided in subdivision 2 of this section) shall be in charge of a teacher assigned by the Board of Superintendents, who shall be designated the senior teacher. . . .

"7. In schools of the first order, containing fifty-eight or more classes, two teachers in excess of the number of classes may be appointed, in schools of the first order containing less than fifty-eight classes, and in schools of the second and third orders, one teacher in excess of the number of classes may be appointed; such teachers shall teach classes in the absence of class teachers, and shall perform such clerical work as the principal may determine. A person holding a substitute license, or a higher license, but not eligible for appointment as a regular teacher, may be assigned by the Board of Superintendents as an additional teacher for a specified period, not to exceed one year. (As amended

May 27, 1903; January 22, 1908; January 13, 1909; and November 24, 1909, to take effect January 1, 1910.)

"8. In schools of the first order two assistants to the principal, and in schools of the second order one assistant to the principal, may be appointed, who shall perform such supervisory, teaching, and clerical work as the principal, subject to the approval of the Board of Superintendents, shall direct. In a school of over sixty-seven classes a third assistant to the principal may be appointed. Such assistant to the principal shall hold a head of department or a higher license.

"9. In schools of the third order, in which one principal has charge of an elementary school and a high school department, there may be one assistant to principal for the elementary school, if it has twelve or more classes."

10. . . . . .
11. . . . . .
12. . . . . .
13. . . . . .

Section 51 of the by-laws (subdivisions 2, 3, 4, 5, 6, 7, 8, and 9), as amended December 27, 1911, and January 10, 1912, became effective January 1, 1912.[1]

"2. When necessary, a group of schools may be regarded as one school organization.

"3. The number of classes in a school shall be determined by the Board of Superintendents. The number of regular teachers, including the number of teachers of special branches who may be assigned to service exclusively in a given school, shall not exceed the number of classes, except as determined in this section. Subject to the approval and direction of the Board of Superintendents, the principal shall assign teachers to class duty, unless increase or diminution of salary is involved in such assignment.

"4. A school having eighteen or more classes, unless

[1] By-laws of the Board of Education, 1911, pp. 65 ff.

grouped with other schools, as provided in subdivision 2 of this section, shall be placed under the administration of a principal (a person holding a principal's license, or who was, prior to January 1, 1912, officially recognized as an elementary school principal), who shall not be required to teach a class.

"5. A school having from six to seventeen classes, in which there is any grade above the 6B, unless grouped with other schools, as provided in subdivision 2 of this section, shall be placed in charge of a head teacher, who shall be relieved from teaching a class, or of an assistant to principal (head of department), or a person holding a higher license. A school having from six to seventeen classes of grades below the 7A, unless grouped with other schools, as provided in subdivision 2 of this section, shall be placed in charge of an assistant to principal (head of department), or a person holding a higher license, who shall be designated as the teacher in charge, and who may be required, at the discretion of the Board of Superintendents, to teach a class.

"6. A school having fewer than six classes, unless grouped with other schools, as provided in subdivision 2 of this section, shall be placed in charge of a regular teacher, who shall be designated as the senior teacher. Whenever the number of classes in a school shall be increased above the limit named in this subdivision, the assignment and designation of the person in charge of such school shall immediately terminate.

"7. To schools having twelve or more classes, one teacher in excess of the number of classes, such teacher to be known as an additional teacher, may be assigned; to schools having fifty-eight or more classes, two teachers in excess of the number of classes may be assigned; such additional teachers shall teach classes in the absence of class teachers, and shall perform such clerical work as the principal may require. A person holding a substitute license, or a higher elementary school license, may be assigned as such additional teacher.

The assignment of all such additional teachers shall be for a specified period, not to exceed one year.

"8. In schools having twenty-eight or more classes one assistant to principal and in schools having forty-eight or more classes two assistants to principal may be appointed, who shall perform such supervisory teaching and clerical work as the principal shall direct, subject to the approval of the Board of Superintendents. (As amended January 10, 1912.)

"9. In schools having from twelve to twenty-seven classes, in which one principal has charge of an elementary school and a high school department, there may be one assistant to principal for the elementary school if it has twelve or more classes."

APPENDIX B

SALARY SCHEDULES: SUPERVISORY STAFF OF ELEMENTARY SCHOOLS [1]

OLD — PRIOR TO JANUARY 1, 1912

Elementary Schools — Principals and Heads of Departments

"8. Principals and branch principals of schools of not less than twelve (12) classes, including schools having high school departments, shall be paid in accordance with the following schedule:

SCHEDULE I

Year of Service	(a) Women	(b) Men
First	$1,750	$2,750
Second	2,000	3,000
Third	2,250	3,250
Fourth	2,500	3,500

"The minimum salary for women shall be $1,750; the maximum salary for women shall be $2,500; the rate of annual increase shall be $250. The minimum salary for men shall be $2,750, the maximum salary for men shall be $3,500; the rate of annual increase shall be $250. No increase for any year, however, shall be made unless the service of the principal or branch principal shall have been approved, after inspection and investigation, as fit and meritorious by a majority of the Board of Superintendents.

[1] By-laws of the Board of Education, 1911, pp. 113 ff.

"A principal of a school with a high school department, having supervision of not less than twenty-five teachers in the aggregate (elementary and high school), shall receive, in addition to the salary provided in Schedule I, the sum of $500 per annum. Whenever, by reason of consolidation, or other cause, such school shall cease to be a school of the kind described in this paragraph, such additional salary shall cease. (This paragraph was adopted December 12, 1906, to take effect February 1, 1907.)

"9. Teachers in charge of schools of the fourth order — less than twelve (12) classes but not less than six (6) classes, and assistants to principals (heads of departments) — shall be paid in accordance with the following schedule:

SCHEDULE II

Year of Gross Service	(a)	(b)
Ninth	$1,400	$2,100
Tenth	1,500	2,250
Eleventh	1,600	2,400

"The minimum salary for women shall be $1,400; the maximum $1,600; and the rate of annual increase $100. The minimum salary for men shall be $2,100; the maximum $2,400; and the rate of annual increase $150.

"No person shall be appointed under, or promoted to, Schedule II, or have a claim to salary therein, who has not had at least eight (8) years of experience as a class teacher.

"In an independent school of the fifth order (less than six (6) classes) a senior teacher, duly designated as such, if a female, shall receive, in addition to the regular salary, $100 per annum while serving in such capacity."

(As amended May 27, 1903, and December 27, 1905.)

NEW

Under the schedules of teachers' salaries adopted by the Board of Education, pursuant to the provisions of Chapter

902 of the Law of 1911 (Equal Salary Law), the following apply to the supervisory staff of elementary schools:[1]

"13. Principals of schools of eighteen (18) or more classes, including schools having high school departments, shall be paid in accordance with the following schedule:

SCHEDULE A

Year of Service	
First	$2,300
Second	2,540
Third	2,780
Fourth	3,020
Fifth	3,260
Sixth	3,500

(*Schedule II, May 17, 1911.*)

"Under this schedule the minimum salary shall be $2,300; the maximum $3,500; and the rate of annual increase $240. No increase for any year, however, shall be made unless the service of the principal or branch principal shall have been approved, after inspection and investigation, as fit and meritorious by a majority of the Board of Superintendents.

"A principal of a school with a high school department, having supervision of not less than twenty-five teachers in the aggregate (elementary and high school), shall receive, in addition to the salary provided in Schedule A, the sum of $500 per annum. Whenever, by reason of consolidation, or other cause, such school shall cease to be a school of the kind described in this paragraph, such additional salary shall cease.

"The principal of a probationary school shall be paid in accordance with Schedule A. (This paragraph was adopted December 27, 1911.)

"Schools having from six (6) to seventeen (17) classes in which there are grades above the 6B shall be placed in

[1] By-laws of the Board of Education, 1911. Supplement, pp. 8–10.

charge of a head teacher, who shall be relieved from teaching a class, or of an assistant to principal (head of department), or a person holding a higher license, and the person so placed in charge shall be paid in accordance with Schedule B3. (As amended December 27, 1911.)

"Schools having from six (6) to seventeen (17) classes, provided such schools have no grade above the 6B, shall be placed in charge of a person holding a license as assistant to principal (head of department), or a higher license, who shall be paid in accordance with Schedule B3.

"In an independent school of less than six (6) classes a senior teacher, duly designated as such, shall receive, in addition to the regular salary, compensation at the rate of $100 per annum while serving in such capacity."

Schedules B3 and B4

Year of Service	B3 Assistants to Principals (Heads of Departments)	B4 Head Teachers
First	....	....
Second	....	....
Third	....	....
Fourth	....	....
Fifth	....	....
Sixth	....	$1,060
Seventh	....	1,180
Eighth	....	1,300
Ninth	$2,100	1,420
Tenth	2,250	1,540
Eleventh	2,400	1,660
Twelfth	....	1,780
Thirteenth	....	1,900
Fourteenth	....	2,020
Fifteenth	....	2,140
Sixteenth	....	2,260
Increment	$150	$120

[*See Schedules I (a), I (b), I (c), and I (d), May 17, 1911.*]

"Under Schedule B3, the minimum salary shall be $2,100 per annum; the maximum $2,400; and the rate of annual increase $150. No one shall be entitled to be paid under said schedule who has not been credited with eight years of experience in elementary schools.

"Under Schedule B4 the minimum salary shall be $1,069 per annum; the maximum $2,260; and the rate of annual increase $120. No one shall be entitled to be paid under said schedule who has not been credited with five years of experience in elementary schools.

"Assistants to principals (heads of departments) shall be appointed only to supervise grades below the 7A.

"Head teachers shall be appointed only for service in connection with the teaching of English, mathematics, history and civics, and geography and science in schools having not less than twelve classes in the seventh and eighth year grades, organized on the departmental plan."

APPENDIX C

FORM FOR MONTHLY REPORT OF DISTRICT SUPERINTENDENTS

DEPARTMENT OF EDUCATION

THE CITY OF NEW YORK

School Districts.....

Borough of.....

DISTRICT SUPERINTENDENT'S
DIRECTOR'S AND ASSISTANT DIRECTOR'S
INSPECTOR'S
} REPORT FOR THE MONTH ENDING....
...191

Schools visited for purposes of supervision
during the month.

Conferences with principals.
(Give time, place, and subject of conferences.)

Conferences with teachers.
(Give time, place, and subject of conferences.)

Duties performed on special assignment.

Absences from duty.
(Give dates of absence and duration of absence
in each case.)

Results accomplished by principals in
accordance with recommendations.

New recommendations.

Signed.....

District Superintendent.
Director of.....
Assistant Director of.....
Inspector of.....

APPENDIX D

MINUTES OF THE BOARD OF SUPERINTENDENTS

DEPARTMENT OF EDUCATION, THE CITY OF NEW YORK

Thursday, January 19, 1911

A stated meeting of the Board of Superintendents was held at 2 o'clock P. M. at the hall of the Board of Education.

Present — Mr. MAXWELL, Chairman, and Messrs. EDSON, HAAREN, MELENEY, O'BRIEN, SHALLOW, STEVENS, STRAUBENMÜLLER, and WALSH.

The Minutes of the meeting held on January 5th were approved.

COMMUNICATIONS

The CHAIRMAN presented the following:

1.[1] From the Secretary of the Board of Education, transmitting copies of certain reports which were adopted by that board at its meeting on the 11th inst.

Ordered to be noted in the Minutes and placed on file.

2. From Agatha Branigan, of Public School 43, Brooklyn, requesting the board to reconsider its action of October 6th last in disapproving her services for the seventh year.

Referred to Mr. MELENEY.

3. From Clara C. Schmitt, of Public School 170 Pri-

[1] Each separate item has been numbered for convenience of reference. — E. C. E.

mary, Manhattan, requesting a leave of absence for one year from January 10th, for restoration of health.

4. From Jessie N. Goode, of Public School 102, Brooklyn, requesting a leave of absence from February 6th until June 1st, for purposes of study.

5. From the Secretary of the Teachers College, Columbia University, writing at the request of E. A. Farnsworth, a teacher in Public School 12, Richmond, suggesting that her leave of absence be extended until June 1st, in order that she may complete the course of study for a special diploma in domestic science.

6. From Associate City Superintendent SHALLOW, with reference to a slight accident which occurred in the cooking room of Public School 168 Girls, Manhattan, and submitting a suggestion that wire gauze netting be placed in front of the cooking stoves and that a fire extinguisher be provided for each cooking room.

The foregoing communications were referred to the Committee on School Management.

7. From the Secretary of the Board of Education, referring for report, by direction of the Committee on Elementary Schools, a communication from Max Aronson and other residents in the vicinity of Public School 29, Manhattan, requesting the establishment of an 8B class in that school, in order that their children may complete the elementary school course in that school and not be obliged to go to Public School 44, which is some distance from their homes.

Referred to Mr. STRAUBENMÜLLER.

8. From Imogene E. Hawes, of Public School 78, Manhattan, requesting that her leave of absence for restoration of health be terminated and that she be permitted to resume duty on February 1st.

Referred to Mr. EDSON.

9. From Kate A. Condon, principal of Public School 1, Brooklyn, requesting a change in the assignment of an additional teacher in that school.

Referred to the Committee on Nomination, Transfer, and Assignment.

10. From the Edison Manufacturing Company, offering at a special price their Underwriter Projector for producing moving pictures.

From The Laemmle Film Service, submitting a list of moving pictures for use in the public schools.

The foregoing communications were referred to the Committee on Course of Study.

11. From Anna L. Phillips, applying for the position of principal of the proposed new high school to be known as the Bay Ridge High School, Brooklyn.

Referred to the Committee on High Schools.

12. From Robert Jansen, stating that he and members of his family have seen groups of children waiting around two public schools between 8.15 and 8.30 o'clock in the morning, when the doors were closed, and suggesting that the doors be opened in order that the children may enter the schools when they arrive early.

Referred to the appropriate division superintendents for investigation as to the schools mentioned, and to the Committee on School Management to report if any additional amendments to the by-laws are necessary, or what steps should be taken to prevent these occurrences in other parts of the city.

Reports of Standing Committees

The Committee on High Schools submitted the following reports:

13. (1) Recommending the granting of leaves of absence without pay to certain teachers in high schools.

The resolution attached to this report was adopted.

14. (2) Relative to the accommodations in the Commercial High School, and recommending the establishment of a commercial course of study for boys in the Bushwick High School, with the following resolution attached:

Resolved, That the Board of Superintendents recommends that pupils applying for admission to the Commercial High School of Brooklyn, who reside in the eastern part of that borough, may be admitted to the Bushwick High School, and that the commercial course which is now offered therein may be opened to boys.

Adopted.

15. (3) Recommending the transfer of certain high school teachers.

The principals of the high schools affected were notified to be present, in accordance with Section 1090 of the Charter.

The resolution attached to the report of the Committee was adopted.

16. (4) Recommending the nomination of certain persons for service in the high schools.

The principals of the high schools affected were notified to be present, in accordance with Section 1090 of the Charter.

This report was very carefully considered, and certain changes were decided upon.

The resolution attached to the report of the Committee, as changed, was adopted.

The Committee on Training Schools submitted the following reports:

17. (1) Recommending the nomination of a certain person for service in the Brooklyn Training School for Teachers.

The principal of this school was notified to be present, in accordance with Section 1090 of the Charter.

The resolution attached to this report was adopted.

18. (2) Recommending the denial of an application from a teacher in the Brooklyn Training School for Teachers to be excused with pay for certain absence in December last.

The resolution attached to this report was adopted.

19. (3) Recommending the excuse with pay of certain absences during December last of teachers in training schools for teachers.

The resolution attached to this report was adopted.

The Committee on Evening Schools submitted the following reports:

20. (1) Recommending the nomination of a certain person for service in an Evening High School.

The resolution attached to this report was adopted.

21. (2) Relative to the sessions of Evening School 88, Queens, with the following resolution attached:

> *Resolved,* That, in accordance with Section 55, paragraph 3, of the by-laws of the Board of Education, the Committee on Special Schools be, and it is hereby, requested to permit the sessions of Evening School 88, Queens, to be held on Tuesday, Wednesday, Thursday, and Friday evenings, omitting Monday evening, on account of a lecture which is given by the Department of Lectures on said evening, which would interfere with the proper conduct of the evening school.

Adopted.

22. (3) Recommending the designation of a certain teacher as registrar in an evening school, with the following resolution attached:

> *Resolved,* That Joseph Busto be, and he is hereby, designated to act as registrar in Evening School 158, Brooklyn, for the season of 1910–1911.

Adopted.

23. The Committee on Compulsory Education submitted a report containing the following resolutions:

> *Resolved,* That the service of Josephine Fernandes, attendance officer, be approved as fit and

meritorious for the sixth year, to take effect January 1, 1911.

Resolved, That the service of David Wangrow, attendance officer, be approved as fit and meritorious for the first year, to take effect January 17, 1911.

Adopted.

The Committee on Vacation Schools and Playgrounds and Recreation Centers submitted the following reports:

24. (1) Recommending the nomination of certain persons for service in Evening Recreation Centers, to fill vacancies caused by resignations.

The resolution attached to this report was adopted.

25. (2) Recommending the establishment of a license for teachers of singing in recreation centers, with the following resolution attached:

Resolved, That the Board of Superintendents hereby recommends to the Board of Examiners that a license be granted, to be known as "Teacher of Singing," in the recreation centers.

Adopted.

Mr. HAAREN requested to be recorded as voting in the negative upon the foregoing resolution.

26. (3) Recommending an amendment to the by-laws to provide for the opening of school playgrounds from 3.30 to 6 o'clock P. M., and compensation for teachers who serve in them.

Referred to the Committee on School Management.

27. (4) Recommending the nomination of a teacher of swimming.

The resolution attached to this report was adopted.

The Committee on Vocational Schools and Classes for Defectives submitted the following reports:

28. (1) Relative to the admission of certain children to the East Side Free School for Crippled Children, which is

an annex to Public School 2, Manhattan, and suggesting that the Committee on Elementary Schools be asked to render a decision in the matter.

Laid over.

29. (2) Relative to the assignment of certain persons to service in the Manhattan Trade School for Girls, with the following resolution attached:

> *Resolved,* That the action of the Acting Principal of the Manhattan Trade School for Girls in assigning Viola Coen and Nellie G. Newman as substitute teacher clerks be, and it hereby is, approved.

Adopted.

The Committee on School Management submitted the following reports:

30. (1) Recommending the granting of a leave of absence without pay to a teacher of physical training.

Referred again to the Committee.

31. (2) Recommending the disapproval of the action of Local School Boards in approving applications from certain teachers in elementary schools to be excused with pay for certain absences during 1910.

The resolution attached to this report was adopted.

32. (3) Recommending the excuse with pay of certain absences during 1910 of teachers in the elementary schools.

The resolution attached to this report was adopted.

33. (4) Recommending the excuse with pay of certain absences during the current year of teachers in elementary schools.

The resolution attached to this report was adopted.

34. (5) Recommending the granting of leaves of absence without pay to certain teachers in elementary schools.

The resolution attached to this report was adopted.

35. (6) Recommending certain amendments to the by-laws, with the following resolutions attached:

Resolved, That the Board of Superintendents recommends to the Board of Education the repeal of Section 94a of the by-laws.

Resolved, That Subdivision 1 of Section 66 be amended by striking therefrom in the list of vocational or trade school licenses the line reading: "Teacher of non-vocational subjects."

Adopted.

36. The Committee on School Management presented reports from the division superintendents upon the services of certain teachers in the public schools, pursuant to the provisions of Section 1091 of the Charter.

After some consideration the services of the following-named teachers were declared fit and meritorious for the years indicated:

School	Name	Year
	Borough of Manhattan	
30	I. Irving Barnett	7th
30	Eugenia L. Loos	12th
150	Loretta I. Tartt	12th
10 P.	Carolyn E. Field	12th
	Borough of Queens	
2	Cara Carson	12th
4	Helen M. Hoffman	12th
7	Ellen I. Santry	7th
17	William C. Mayer	7th
78	Cora A. Hare	7th
20	Eliakim R. Pierce	7th
27	Grace L. Hulse	7th
49	Elsie M. Thorne	12th
50	Leonore Pedley	12th
German	Hugo Felsner	4th
	Borough of Richmond	
15	Mary Harrigan	12th
18	Lucy S. Seaman	7th
20	William Halloran	7th
German	Nathan Wolf	1st
13	Etta G. Connolly	7th

The services of the following-named teachers were disapproved:

School	Name	Year
	Borough of Manhattan	
150	Catherine T. M. Corrigan	12th
183	Bella Cohn	7th
	Borough of Brooklyn	
10	Charles H. Carroll	7th
	Borough of Richmond	
5	Esther Smith	7th

The case of Margaret M. Walsh, of Public School 70, Manhattan, was referred to Mr. SHALLOW for special report.

37. The Committee on Nomination, Transfer, and Assignment submitted the following reports:

(1) Recommending the transfer of certain elementary school teachers.

The principals and district superintendents were notified to be present, in accordance with Section 1090 of the Charter.

38. Miss Ella A. Froeligh, assistant to principal in Public School 3, Manhattan, appeared before the board and protested against her transfer from that school, giving her reasons therefor.

William E. Grady, principal of Public School 64, Manhattan, was present and was heard with reference to the proposed transfer of an assistant to principal to his school.

After some discussion it was decided to strike the name of Ella A. Froeligh from the report.

39. Peter C. Ritchie, assistant to principal in Public School 3, Manhattan, appeared before the board and requested that he be not transferred from that school.

Michael E. Devlin, principal of Public School 8, Manhattan, was present and was heard with reference to the proposed exchange of Ambrose Cort for Peter C. Ritchie.

The report was very carefully considered, and certain changes were decided upon.

The resolution attached to the report, as changed, was then adopted.

40. (2) Recommending the nomination of certain persons as teachers in the elementary schools.

The principals and district superintendents were notified to be present, in accordance with Section 1090 of the Charter.

The resolution attached to this report was adopted.

41. (3) Recommending the transfer of certain elementary school principals.

John H. Grotecloss, Jr., principal of Public School 11, Manhattan, was present and was heard with reference to his proposed transfer to the principalship of Public School 26, Manhattan.

The resolution attached to the report of the committee was adopted.

42. (4) Recommending the nomination of a certain person as principal of an elementary school.

The resolutions attached to this report were adopted.

43. (5) Recommending the transfer of Sidney M. Fuerst from Public School 55, Brooklyn, to the principalship of Public School 2 Boys, Manhattan.

Mr. HAAREN raised the point of order that this proposed transfer does not properly come before the board, and that if Mr. Fuerst is a principal in excess in Public School 55, Brooklyn, he should be assigned to another school by the City Superintendent of Schools.

The CHAIRMAN ruled that this point of order was not well taken.

The resolution attached to the report of the committee was then adopted.

44. (6) Recommending the nomination of certain persons as teachers of shop work in the elementary schools.

The resolutions attached to this report were adopted.

45. (7) Recommending the nomination of certain persons as assistants to principals in elementary schools.

The principals and district superintendents were notified to be present, in accordance with Section 1090 of the Charter.

The resolution attached to this report was adopted.

46. (8) Recommending the granting of the request of a certain Schedule IV teacher to be assigned to duty in Schedule III.

The resolution attached to this report was adopted.

47. (9) Recommending that a certain teacher now serving in Schedule III be restored to duty in Schedule IV.

The resolution attached to this report was adopted.

48. (10) Recommending the transfer of a certain Schedule IV teacher to the rank and pay of Schedule III.

The resolution attached to this report was adopted.

REPORTS OF SUPERINTENDENTS ON MATTERS REFERRED

49. Mr. MELENEY, to whom was referred, on December 1st, the communication from the principal of Public School 24, Brooklyn, requesting permission to change the hours of session of the afternoon kindergarten class in that school, submitted the following:

> *Resolved*, That the principals of the following schools in Brooklyn be permitted to begin the sessions of the afternoon kindergartens at 12.30 and close the same at 3 o'clock:
>
> Public Schools 24 and 31.

Adopted.

50. Mr. SHALLOW, who was requested, on January 5th, to investigate and report upon the services of Katherine Ryan, of Public School 122, Manhattan, submitted a report in regard to the matter, and recommended the approval of Miss Ryan's services.

It was regularly moved and adopted that the services of

Katherine Ryan, of Public School 122, Manhattan, be approved as fit and meritorious for the 7th year.

51. Mr. EDSON, to whom was referred, at this meeting, the request of Imogene E. Hawes to have her leave of absence terminated, submitted a report containing the following resolution:

> *Resolved,* That the leave of absence, without pay, granted to Imogene E. Hawes, of P. S. 78, Manhattan, from October 1, 1910, to March 31, 1911, be, and the same is hereby, terminated on January 31, 1911.

Adopted.

NEW BUSINESS

Mr. EDSON offered the following:

> 52. (1) *Resolved,* That the principals of the following schools be, and they hereby are, authorized to change the number of classes in their schools, as indicated below:

BOROUGH OF THE BRONX

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
12	23	24	1 1A- 6B	.....
37	51	51	4 E	4 1A- 6B

53. (2) A report recommending the reassignment of certain teachers in Public School 43 Primary, Manhattan.

Approved.

54. Mr. SHALLOW submitted a report recommending the reassignment of certain teachers in Public Schools 74 Primary, 121, and 135, Manhattan.

Approved.

55. Mr. SHALLOW presented a communication from District Superintendent Jameson with reference to the services

of Mabel L. Hooper, of Public School 168 Primary, Manhattan.

Mr. SHALLOW moved that the board reconsider its action of November 3d in disapproving without prejudice the services of Mabel L. Hooper, of Public School 168 Primary, Manhattan, for the 7th year.

This motion was duly seconded and adopted.

Mr. WALSH moved that the services of Mabel L. Hooper, of Public School 168 Primary, Manhattan, be approved as fit and meritorious for the 7th year, as of November 3d, 1910.

This motion was duly seconded and adopted.

56. Mr. WALSH submitted a report recommending the reassignment of a teacher in Public School 158, Brooklyn.

Approved.

57. Mr. STRAUBENMÜLLER offered the following:

> *Resolved,* That the principals of the following schools, and they hereby are, authorized to change the number of classes in their schools as indicated below:

BOROUGH OF MANHATTAN

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
31	54	52	....	1 1A, 1 5A
88	43	40	....	3 1A
160	50	49	....	1 1A-6B
114	61	61	1 3A	1 8A

Adopted.

58. Mr. MELENEY offered the following:

> (1) *Resolved,* That the principals of the following schools be, and they hereby are, authorized to change the number of classes in their schools, as indicated below:

BOROUGH OF BROOKLYN

P. S.	Number of Classes Changed from	to	Additional Classes	Classes Discontinued
15	32	34	1 3B, 1 7A–8A	.....
68	25	25	2 E	2 1A–6B
155	49	50	1 5B	.....

Adopted.

59. (2) A report recommending the reassignment of certain teachers in Public Schools 8, 20, 24, 51, and 68, Brooklyn.

Approved.

60. (3) A report recommending the discontinuance of the study of German in the 8A grade in Public School 43, Brooklyn, with the following resolution attached:

> *Resolved,* That in Public School 43, Brooklyn, the teaching of German in 8A grade be discontinued, and the time usually devoted to that subject be assigned to geography and English.

Adopted.

The Board adjourned at 6.20 o'clock P. M., to meet on Thursday, January 26th, at 2 o'clock P. M.

THOMAS E. BUSSEY,
Secretary.

APPENDIX E

MINUTES OF THE BOARD OF SUPERINTENDENTS

DEPARTMENT OF EDUCATION, THE CITY OF NEW YORK

Thursday, October 26, 1911

A stated meeting of the Board of Superintendents was held at 2 o'clock P. M. at the hall of the Board of Education.

Present — Mr. MAXWELL, Chairman, and Messrs. EDSON, HAAREN, O'BRIEN, SHALLOW, STRAUBENMÜLLER, and WALSH.

Absent — Messrs. MELENEY and STEVENS, on special duty.

Consideration of the Minutes of October 13th was deferred.

COMMUNICATIONS

The CHAIRMAN presented the following:

1.[1] From the following teachers, requesting leaves of absence without pay:

Timothy J. Dugan, of Public School 109, Manhattan, from November 1, 1911, to August 31, 1912, for purposes of study.

Thomas J. Whalen, of Public School 6 Boys, Manhattan, for one year, for restoration of health.

Jennie M. Dietz, of Public School 172, Manhattan, for one year from November 1, for restoration of health.

Frances Broadfoot, of Public School 38, Bronx, from October 15, 1911, to October 15, 1912, for restoration of health.

[1] Numbers added for convenience of reference. — E. C. E.

Mary L. Connolly, of Public School 23, Manhattan, until January 1, for restoration of health.

2. From the CHAIRMAN, submitting a draft of a proposed amendment to Section 74 of the by-laws, relative to teachers of special subjects in the School for the Deaf, which amendment has been approved by the Board of Examiners.

The foregoing communications were referred to the Committee on School Management.

3. From the Secretary of the Board of Education, giving notice, by direction of the Committee on Buildings, that four additional class rooms in Public School 28, Brooklyn, are ready for use.

Referred to Mr. WALSH.

4. From the Secretary of the Board of Education, with reference to a request made upon the Committee on Buildings for additional closet space for the use of the Evening School in Public School 29, Manhattan.

Referred to the Committee on Evening Schools.

5. From Thomas O. Baker, principal of Public School 44, Brooklyn, requesting that the teacher of cooking assigned to that school be not transferred to another school.

Referred to the Committee on Nomination, Transfer, and Assignment.

REPORTS OF STANDING COMMITTEES

The Committee on High Schools submitted the following reports:

6. (1) Recommending the granting of a leave of absence without pay to a certain high school teacher.

The resolution attached to this report was adopted.

7. (2) Recommending the addition of certain items to the list of supplies for use in high schools, with the following resolution attached:

> *Resolved,* That the Board of Superintendents recommends the addition of the following to the Supply List for High Schools:

Holzel, Wandbilder; Farbendruck, Serie I, II, IV, 11 Blatter zu 140 : 93 cm. und ein Doppelblatt (No. 16) auf Leinwand mit Staben . . . M7.25 (No. 16 . . . M11.25). 1. Frühling, 2. Sommer, 3. Herbst, 4. Winter, 5. Inneres eines Bauernhofes, 6. Das Gebirge, 7. Der Wald, 8. Die Grossestadt, 13. Wohnung, 14. Der Hafen, 15. Der Hausbau, 16. Das Berg und Hutterwerk.

Cartes Murales Vidal-La Blache
France. 2. Cours d'Eaux, 3. Relief du Sol, 4. Departements, 5. Villes, 6. Canaux, 7. Chemins de Fer, 8. Agriculture, 9. Provence, 10. Frontière du Nord-ouest, . . . (Im. 20 : lm.)
Armand Colin-Jenkins

Perrot et Fau
CJ *Histoires* en images sans paroles en tableaux muraux, 25½ x 20 in., in colors. Stout Cardboard. . . . Vol. du Commentaire a L' usage du Prof.
Hachette . . . Brentano

Vietor; Systematic Table of French Sounds, 30 x 38½ in.
Also a handy table in reduced size to paste in pupils' books, 2s.
Hachette . . . Brentano

Vietor, Lauttafeln
Deutsch und Französisch, 3 farbig . . . 100 : 130 cm. auf Leinen mit Staben . . . M.4,00.
Elwert, Marburg . . . Stechert, N. Y.

PLANS AND PICTURES OF PLACES

Gebhardt, Plan von Berlin, 170 : 130 cm. . . . M 11, 25 Koehler, Leipzig . . . Brentano, Stechert.
Holzel, Paris, Serie III, No. 9. 140 : 93 cm.

Leinwand mit Staben . . . M8, 20. Stechert.
Holzel, Berlin, Serie V, No. 17. 140:03 cm.
Leinwand mit Staben . . . M8, 20.

Images Géographiques de la France
22 tableaux muraux (Im. 06 X Om, 75) en couleurs P. P. Foncin . . . Delagrave, Paris.
Jenkins, N. Y. Le Mont Blanc, glacier des Alpes (good for German also).

Holzel, Geographical Pictures
The Rhine, etc. Hachette . . . Jenkins.

Soule or Perry: Pictures of
Cologne Cathedral
Strasburg Cathedral
Heidelberg Schloss
Rhine Castles

Soule or Perry: Pictures of
Louvre
Tuileries
Pantheon
Notre Dame de Paris
Tour Eiffel et Trocadero
Sacre Cœur
Boulevards
Bourse
Opera
Hotel de Ville
Cathedrals of
Rouen
Tours
Amiens
Rheims
El Escorial
Versailles
Alhambra
Palace of Madrid

MAPS OF COUNTRIES

Kiepert's France. Rand, McNally & Co.
Kiepert's Germany. Rand, McNally & Co.
Kiepert's Switzerland. Rand, McNally & Co.
Kiepert's Spain. Rand, McNally & Co.

Adopted.

8. (3) Recommending the approval of the assignments of certain persons to take charge of the annex of the Bushwick High School located in Public School 69, Brooklyn, in the absence of the principal.

The resolution attached to this report was adopted.

9. The Committee on Training Schools submitted a report recommending the approval of the assignments of certain pupil teachers in the Brooklyn Training School for Teachers to substitute duty in the public schools.

The resolution attached to this report was adopted.

The Committee on Nomination, Transfer, and Assignment submitted the following reports:

10. (1) Recommending the reassignment of a certain teacher of French, with the following resolution attached:

> *Resolved,* That the Board of Superintendents hereby reassigns the following-named teacher of French, as indicated below:

Name	Present Assignment Districts	Proposed Assignment Districts
Julie Terpant	13, 14	14, 17

11. (2) Recommending the assignment of a certain teacher of cooking, with the following resolution attached:

> *Resolved,* That the Board of Superintendents hereby assigns to duty the following-named teacher of cooking, as indicated below:

Name	Districts
Mary E. Tripp	43, 44

Adopted.

12. (3) Recommending the termination of the assignments of certain substitutes as additional teachers, with the following resolution attached:

> *Resolved,* That the assignments of the following-named substitutes as additional teachers be, and they hereby are, terminated from the dates given:

Name	District	School	Date
Helen I. Williams	21	39 P.	October 16, 1911
Frances F. Joseph	25	2	November 1, 1911

Adopted.

13. (4) Recommending the assignment of certain substitutes as additional teachers, with the following resolution attached:

> *Resolved,* That the following-named substitutes be, and they hereby are, assigned as additional teachers, as indicated below, to take effect on the dates given, and to continue during satisfactory service, but not beyond January 31, 1911; subject, however, to cancellation by this board prior to that date:

Name	District	School	Date
Natalie Waldstein	20	159	October 20, 1911
Marie N. Sheridan	25	2	November 1, 1911
Philip V. Van Arsdale	26	32	October 23, 1911
Grace A. Hatfield	39	144	October 19, 1911

Adopted.

14. (5) Relative to the request for the assignment of a substitute teacher of physical training to the office of the assistant director of physical training in Brooklyn.

Referred to Mr. WALSH to investigate as to the necessity for this assignment.

The Committee on Evening Schools submitted the following reports:

15. (1) Recommending the nomination of certain persons for service in Evening Elementary Schools.

The resolution attached to each of these reports was adopted.

16. (2) Recommending the nomination of certain persons for service in Evening High Schools.

The resolution attached to each of these reports was adopted.

17. (3) Recommending the authorization of additional classes in Evening Elementary Schools.

The resolution attached to each of these reports was adopted.

18. (4) Recommending the authorization of additional classes in the East Side and the Morris Evening High Schools.

The resolution attached to this report was adopted.

19. (5) Recommending the authorization of the nomination of a general assistant for service in Evening School 145, Brooklyn.

The resolution attached to this report was adopted.

20. (6) Recommending a change in the hours of session of an Evening Elementary School, with the following resolution attached:

> *Resolved,* That the Committee on Special Schools be, and it is hereby, requested to permit Evening School 158, Brooklyn, to begin its sessions at 7.45 P. M. and to close at 9.45 P. M.

Adopted.

21. The Committee on Compulsory Education submitted a report upon the services of a certain attendance officer, with the following resolution attached:

> *Resolved,* That the service of Edward J. McManus, attendance officer, be approved for the sixth year, to take effect October 26, 1911.

Adopted.

22. The Committee on Course of Study submitted a form of letter explaining the ratings appearing on pupils'

report cards, and recommended that 100,000 copies of this letter be printed and distributed to certain parents.

This matter was very carefully considered and the recommendation of the Committee was disapproved.

23. The Committee on School Management submitted reports of Division Superintendent Haaren upon the services of certain teachers in the public schools, pursuant to the provisions of Section 1091 of the Charter.

The following resolutions were adopted:

(a) *Resolved,* That the Board of Superintendents hereby disapproves, without prejudice, the services of the teacher whose name is given below, for the year indicated:

BOROUGH OF RICHMOND

SCHOOL	NAME	YEAR
16	Ida M. Eglinton	7th

(b) *Resolved,* That the Board of Superintendents hereby approves the services of the teachers whose names are given below as fit and meritorious, for the years indicated:

BOROUGH OF QUEENS

SCHOOL	NAME	YEAR
4	Josephine Potter	12th
83	Clara A. Dreyfoos	7th
83	Cornelia J. Heyse	12th
86	Maude B. Van Keuren	7th
11	Grace Bellinger	7th
11	Laura D. Vores	12th
84	Cornelia E. Gayler	12th
34	Grace L. Clark	12th
49	William L. Swayer	7th
79	Emily A. Nelson	7th
39	Daisy E. Wikoff	7th
56	Angela G. Grady	12th
57	Henrietta Bergen	7th
75	Jennie L. Potter	1st
90	William E. Hendrie	7th

The Committee on School Management submitted the following reports:

24. (1) Recommending the denial of an application from a certain teacher for a leave of absence without pay.

The resolution attached to this report was adopted.

25. (2) Recommending the excuse with pay of certain absences during the current year of teachers in elementary schools.

The resolution attached to each of these reports was adopted.

26. (3) Recommending the disapproval of the action of certain Local School Boards in approving applications from teachers to be excused with pay for certain absences.

The resolution attached to this report was adopted.

27. (4) Recommending the granting of leaves of absence without pay to certain teachers.

This report was carefully considered.

Mr. WALSH moved that the report be divided and that the leaves of absence for restoration of health, as indicated in the report, be granted.

This motion was duly seconded and adopted.

Mr. WALSH moved that the applications for leaves of absence for purposes of study be referred again to the Committee.

This motion was duly seconded and adopted.

28. (5) Relative to the suggestions of the Association of Women Principals with reference to "Teachers' Visiting Days" and "Teachers' Visits to Home."

After some discussion it was decided to lay this report over for further consideration at a subsequent meeting.

29. The Committee on Vacation Schools and Playgrounds and Recreation Centers submitted a report recommending the nomination of certain persons for service in Evening Recreation Centers.

The resolution attached to this report was adopted.

New Business

Mr. Straubenmüller submitted the following reports:

30. (1) Recommending the resumption of the evening sessions in Public School 120, Manhattan, with the following resolutions attached:

> *Resolved,* That the Board of Education be requested to approve the recommendation of the Board of Superintendents that two evening school sessions be held each week in Public School 120, Borough of Manhattan, beginning on Thursday, November 9, 1911, said sessions to begin at 8 P.M. and to end at 10 P. M., on the evenings of Monday and Thursday of each week; and that said sessions shall be in charge of a person holding the license of an 8B teacher, or a higher license, or license as principal of a recreation center.
>
> *Resolved,* That four teachers be assigned to teach in such evening sessions.
>
> *Resolved,* That the principal of Public School 120, Borough of Manhattan, Olive M. Jones, be authorized to hold one other evening session in each week, the holding of such extra session to be optional with Miss Jones, and such session to be under her general care and direction; no remuneration to be given to Miss Jones or any of her assistants in connection therewith.
>
> *Resolved,* That the Committee on Care of Buildings be requested to provide janitor service for Public School 120, Borough of Manhattan, during the evening sessions.
>
> *Resolved,* That the evening sessions in Public School 120, Borough of Manhattan, continue until such date as the Board of Superintendents may determine.

Adopted.

31. (2) Recommending the designation of certain persons for service in the evening sessions in Public School 120, Manhattan, with the following resolutions attached:

> *Resolved,* That the Board of Education be requested to approve the recommendation of the Board of Superintendents that Robert B. Brodies be designated to take charge of the evening sessions of Public School 120, Borough of Manhattan, and that he be paid $5.00 for each evening of actual service, to take effect November 9, 1911.
>
> *Resolved,* That the Board of Education be requested to approve the recommendation of the Board of Superintendents that the following teachers be assigned to assist in the evening sessions of Public School 120, Borough of Manhattan, to give instruction in the subjects indicated after their respective names, and that said teachers be paid at the rate provided for teachers in the evening elementary schools ($3,000), to take effect November 9, 1911:

Name	Subject
A. Benjamin Martin	Shop work
Patrick H. Gallagher	Physical training, including games, athletics, apparatus work, etc.
Jacob Holman	Physical training, including games, athletics, apparatus work, etc.
William Jansen	Physical training, including games, athletics, apparatus work, etc.

32. (3) Recommending the reassignment of certain teachers in Public Schools 2 Primary and 110, Manhattan.

Approved.

33. (4) Recommending changes in the number of classes in certain schools, with the following resolution attached:

> *Resolved,* That the principals of the following schools be, and hereby are, authorized to change the number of classes in their schools, as indicated below:

BOROUGH OF MANHATTAN

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
2 P.	40	41	1 C	....
42	51	52	1 1 A	....
113	22	22	1 E	13B

It was regularly moved and adopted that the foregoing resolution be amended by striking therefrom the line relating to Public School 2 Primary.

The CHAIRMAN put the question upon the resolution as amended and it was decided in the affirmative.

34. The CHAIRMAN called attention to the large number of pupils on part time in Public School 144, Brooklyn, and to the number of vacant sittings in Public School 167, Brooklyn, and suggested three plans for reducing this part time.

District Superintendent Lyon was present and was heard with reference to the plans proposed by the CHAIRMAN, and also suggested other means for reducing this part time.

The matter was referred to Mr. WALSH for report at next meeting.

Mr. O'BRIEN offered the following:

> 35. (1) *Resolved,* That the principal of Public School 69, Manhattan, be, and he hereby is, directed to discontinue one 4B class, thereby reducing the total number of classes in that school to thirty-eight.

Adopted.

> 36. (2) *Resolved,* That the application to establish a fourth kindergarten class in Public School 17, Manhattan, be, and hereby is, denied.

Adopted.

Mr. WALSH offered the following:

37. (1) *Resolved,* That the principals of the following schools be, and they hereby are, authorized to change the number of classes in their schools as indicated below:

BOROUGH OF BROOKLYN

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
102	36	38	1 D, 1 E	.....
124	24	24	1 ungraded	1 1A–6B

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
144	66	65	.....	1 1A–6B
160	29	30	1 1A–6B	.....
167	46	51	3 1A–6B, 2 kdgn.	.....

Adopted.

38. (2) *Whereas,* The authorities of the Hebrew Orphan Asylum are willing to supply two rooms for the instruction of some of their children now attending Public School 144, Brooklyn,

Resolved, That the Committee on Buildings be requested to supply for each room a teacher's desk, a book closet, and blackboards.

Adopted.

39. (3) *Resolved,* That the principal of Public School 153, Brooklyn, be permitted to change the rating of Anna V. Curtis from C to B.

Adopted.

40. (4) *Whereas,* There are now two teachers of cooking in excess in Districts 2 and 3, and one teacher in excess in Districts 6 and 7,

Resolved, That the Committee on Nomination, Transfer, and Assignment be empowered to make the necessary transfers to any existing vacancies.

Adopted.

Mr. STRAUBENMÜLLER requested to be recorded as voting in the negative upon the foregoing resolution.

Mr. SHALLOW submitted the following reports:

41. (1) Recommending the removal of certain fences between the yards of Public School 49, Manhattan, etc., with the following resolution attached:

> *Resolved,* That the Board of Superintendents recommends to the Committee on Buildings that the wooden fences dividing the boys' yard from what was formerly a girls' yard, on the East 38th Street side of Public School 49, Manhattan, be removed so as to make one large yard for the boys, and that four settees on the west side of the platform of the Assembly Room on the fourth floor of Public School 49, Manhattan, be removed.

Adopted.

42. (2) Recommending changes in the number of classes in certain schools, with the following resolution attached:

> *Resolved,* That the principals of the following schools be, and they hereby are, authorized to change the number of classes in their schools, as indicated below:

BOROUGH OF MANHATTAN

P. S.	Number of Classes Changed from	to	Additional Classes	Classes Discontinued
18	43	42	....	1 4A
49	39	37	....	1 1B, 1 6A
109	65	66	1 1A	.....

Adopted.

43. (3) Recommending the equipment of certain rooms in Public School 59, Manhattan, as offices for the principal and her assistants, with the following resolution attached:

Resolved, That the Committee on Buildings of the Board of Education be notified that the Board of Superintendents approves of the fitting up of two unused class rooms in Public School 59, Manhattan, as offices for the principal and her assistant, and that the small offices heretofore in use be fitted up for use as teachers' rooms.

Adopted.

44. (4) Recommending the reassignment of a teacher in Public School 59, Manhattan.

Approved.

Mr. HAAREN offered the following:

45. (1) *Resolved,* That the principals of the following schools be, and they hereby are, authorized to change the number of classes in their schools, as indicated below:

BOROUGH OF QUEENS

P. S.	Number of Classes Changed From	To	Additional Classes	Classes Discontinued
34	10	11	1 1A–1B	.....
45	14	15	1 1A–6B	.....
58	32	36	4 1A–6B	.....
59	35	33	.....	2 kdgn.
64	11	9	2 kdgn.	4 1A–6B
66	13	14	1 kdgn.	.....

Adopted.

46. (2) *Resolved,* That the Committee on By-laws and Legislation be requested to render an opinion as to the right of the Board of Superintendents to continue in service as teacher-in-charge of Public School 37, Borough of Queens, Catherine M. Sheehan, when the school has 12 classes, and when such teacher-in-charge thereby

becomes entitled to the rank and pay of a principal.

Adopted.

Mr. EDSON submitted, on behalf of Mr. MELENEY, a report containing the following resolution:

47. *Resolved,* That the principal of Public School 147 Girls, Brooklyn, be, and she hereby is, authorized to establish one additional special grade E class, thereby increasing the total number of classes in that school to fifty-seven.

Adopted.

Mr. EDSON offered the following:

48. (1) *Resolved,* That the principals of the following schools be, and they hereby are, authorized to increase the number of classes in their schools, as indicated below:

BOROUGH OF MANHATTAN

P. S.	Number of Classes Changed From	To	Additional Classes
52	10	11	1 1B
	BOROUGH OF THE BRONX		
4	64	65	1 1A
23	71	72	1 1A
29	49	50	1 1A

Adopted.

49. (2) A report recommending the following apportionment of rooms in the new building (Public School 102) to be erected on the site on 113th Street, east of Second Avenue, Manhattan:

1 room for kindergarten boys and girls.
14 rooms for boys and girls of the 1st and 2d years.
12 rooms for boys and girls of the 3d and 4th years.
10 rooms for boys and girls of the 5th and 6th years.

1 room for an ungraded class.
1 room for an anæmic class.
Auditorium on the ground floor; gymnasium (2 units); bath; playground; roof playground.

Approved.

50. Mr. STRAUBENMÜLLER moved the nomination of Albert W. Garritt as Assistant Director of Shop Work.

It was regularly moved and adopted that the motion offered by Mr. STRAUBENMÜLLER be referred to the Committee on Nomination, Transfer, and Assignment.

The Board adjourned at 5.50 o'clock P. M., to meet on Thursday, November 2d, at 2 o'clock P. M.

THOMAS E. BUSSEY,
Secretary.

APPENDIX F

EXAMINATION QUESTIONS — LICENSE NO. I

EXAMINATION FOR LICENSE NO. I

JANUARY, 1910

HISTORY AND PRINCIPLES OF EDUCATION

Time, Two hours. Candidate's No....

1. (a) Name five habitual motor-reactions which children should acquire in school. (5)
   (b) With reference to penmanship, show how a teacher may properly inculcate a habit. (5)
2. (a) Name five practises or procedures on the part of teachers which commonly lead to inattention. (5)
   (b) Show how interest promotes attention, and how attention conduces to interest. Illustrate. (6)
3. Explain and illustrate a teacher's use of the following principles in the subject, or subjects, indicated:
   (a) Visualization — Spelling.
   (b) Apperception — Drainage of New York State.
   (c) Generalization — Forming the plural of nouns. (9)
4. Explain and exemplify two of the following terms as employed in logic:
   (a) Inference.
   (b) Syllogism.
   (c) Method of agreement. (10)
5. State the main subjects of study in the case of two of the following:
   (a) The schools for the Athenian youth.

(b) Monastic schools.
(c) Schools of the Jesuits.
(d) Eton or Rugby.

6. Outline Spencer's discussion (a) as to what knowledge is of most worth; or (b) as to proper modes of punishment. (10)

Examination for License No. 1

January, 1910

Methods of Teaching

Time, Two hours. Candidate's No....

1. (a) What is meant by a unit of measure? (3)
   (b) State and solve a problem in which the number 3 may be used as a unit. (8)
2. Show by the aid of lettered diagrams that multiplier and multiplicand (when neither is concrete) can be interchanged without altering the product. (10)
3. (a) Explain, as to a class, "borrowing" in subtraction. (8)
   (b) Find the difference between 178 and 342 by the Austrian method, and explain briefly each step of the process. (8)
4. State a practical problem (a) in discount, (b) in commission, (c) in percentage (to find what per cent one number is of another). (9)
5. Choosing any decisive battle, describe a proper method of treating it as a topic in history. (12)
6. Show how to lead children to interpret contour lines on a map. Illustrate with a diagram. (8)
7. Specify the topics which should in general be comprised in the study (a) of a river; (b) of a city. (12)
8. Give the topics to be covered in a lesson (for pupils about 13 years old) on the structure and functions of the skin. (12)

Examination for License No. 1

January, 1911

History and Principles of Education

Time, Two hours. Candidate's No....

1. "All nervous centers have then, in the first instance, one essential function, that of 'intelligent' action. . . . Like all other organs, however, they evolve, . . . the lower centers passing downward into more unhesitating automatism, and the higher ones upward into larger intellectuality." —James.
   (a) Define and illustrate the meaning of nervous centers, lower centers, higher centers. (6)
   (b) Illustrate "the lower centers passing downward into more unhesitating automatism." (2)
   (c) Illustrate "the higher ones (passing) upward into larger intellectuality." (2)
2. Explain the following, and illustrate them from probable class-room experience:
   (a) Impulse;
   (b) Association of ideas;
   (c) Motivation;
   (d) Self-activity;
   (e) Apperception. (10)
3. (a) What is meant by objective teaching? (7)
   (b) Show how it may properly be employed in teaching the multiplication of a fraction by a fraction. (8)
4. (a) Explain and exemplify the following terms as employed in logic: Method of difference, hypothesis, immediate inference. (9)
   (b) Criticize, with reasons, the following as a definition: (4) "A square has four sides and right angles."
5. Respecting the dictum, "Things before words," give an application advocated (a) by Comenius; (b) by Pestalozzi; (c) by Rousseau. (12)

EXAMINATION FOR LICENSE NO. 1

JANUARY, 1911

METHODS

Time, Two hours. Candidate's No. . . . .

1. (a) State (in the order in which they should be taken up in class work) the types of examples in division which involve one or more decimal numbers. Give reasons for the order chosen. (6)
   (b) Upon what principle should the explanation of the process of dividing an integer by a decimal be based? (5)
   (c) Give an example of this kind, and show how it should be worked. (6)
2. (a) Supposing a pupil finds difficulty in remembering the product of 7 by 9, suggest a way by which he may be helped to derive it. (4)
   (b) Suggest a device for helping a pupil to remember what 17 — 8 is. (4)
3. (a) What should constitute the introduction, and the first lesson, on Alaska, in a fifth-year class? Give reasons. (10)
   (b) Give, in the correct order, the topics of the succeeding lessons required to complete the subject with this class. Justify the order of your topics. (6)
4. (a) Describe the position of the pen, the right hand, the left hand, the body, and the feet in practising free-arm movement penmanship. (5)
   (b) What are the "elements" of which script letters are formed? (3)
   (c) Using for each a single line on the paper, execute free-arm-movement penmanship drills on the letters m, o, and r. (3)
5. (a) Set forth fully what is meant by "teaching" a subject. (10)

(b) Illustrate the answer to (a) by describing how the teaching of a topic in history, such as the causes of the American Revolution, may best be carried on. (10)

6. "Horace Mann laid hold of the spirit of the inductive method of teaching." — Hinsdale.
   (a) What is the gist of the inductive method? (6)
   (b) Instance topics in arithmetic, grammar, and nature study to which this method is naturally applicable, and show how the inductive process is involved in the teaching of each topic. (12)

Examination for License No. 1

January, 1911

English

Time, Two hours. Candidate's No....

1. 1. Eternal spirit of the chainless mind!
   2. Brightest in dungeons, Liberty, thou art.
   3. For there thy habitation is the heart —
   4. The heart which love of thee alone can bind;
   5. And when thy sons to fetters are consigned —
   6. To fetters, and the damp vault's dayless gloom —
   7. Their country conquers with their martyrdom,
   8. And Freedom's fame finds wings on every wind.
   9. Chillon! thy prison is a holy place,
   10. And thy sad floor an altar, for 't was trod
   11. Until his very steps have left a trace,
   12. Worn as if thy cold pavement were a sod,
   13. By Bonnivard! — May none those marks efface!
   14. For they appeal from tyranny to God. — Byron.

   (a) Give the syntactical relationship of each subordinate clause in the second sentence. (3)
   (b) Give the syntactical relationship of *brightest* (line

2); *alone* (line 4); tell the object of *can bind* (line 4). (3)

(c) Give the meaning in its connection of *consigned* (line 5); *efface* (line 13); *appeal* (line 14). (3)

(d) Point out, in this passage, an example of periodic construction; also one of loose construction. (3)

(e) Write with diacritical marks: *dungeons, vault, efface, tyranny, God.* (Give the key for your use of diacritical marks.) (2½)

2. Correct two errors in each of the following sentences, and give a reason for each correction: (6)

(a) One cannot help but admire that sort of a man.

(b) I don't know as I will be admitted.

(c) Last night's performance was as bad as the night before.

3. (a) Give the plural of wharf, solo, spoonful, court-martial, t (i. e., the letter t). (2½)

(b) Give the possessive, singular and plural, of hero, baby, it, son-in-law. (4)

4. The terms "objective," "etymological," "inductive," are used to designate methods of teaching the meaning and use of words. Describe briefly each of these methods, giving one or more words to which the method is adapted. (9)

5. Describe four distinct types of exercises (or drills) that may profitably be employed in teaching beginners to read. Tell the purpose of each exercise described. (12)

6. (a) Name three types of exercises in composition suitable for a seventh-year class.

(b) Give two appropriate subjects under each type.

(c) Describe how the material for the composition under each title is to be gathered, developed, or presented. (12)

Examination for License No. 1

June, 1911

History and Principles

Time, Two hours. Candidate's No....

1. (a) What is an instinct? (1)
   (b) Name eight instincts. (2)
   (c) Of what use in the disciplining of pupils is a teacher's knowledge of instincts? Illustrate. (3)
   (d) Illustrate how, in a matter of class instruction, a teacher may appeal to a lower instinct; how, in the same case, the teacher may appeal to a higher instinct. (4)
2. Explain the following and illustrate them from probable class-room experience: (8)
   (a) Arousing a motive by giving "an idea of the end."
   (b) Direct interest; indirect interest.
   (c) Deliberation.
   (d) Visualization.
3. What is meant by *generalization* as a "step" in teaching? Illustrate from a lesson in fractions. What is the value of this step? (9)
4. Give three psychological reasons for using the blackboard in the class room. (9)
5. (a) State the rules of logical division. (2)
   (b) Distinguish, with the aid of examples, "distributed predicate" and "undistributed predicate." (4)
   (c) Throw the following into the form of a syllogism and criticize as reasoning: (4)
   "Dogs, not being cats, cannot climb trees."
6. (a) Name any point of similarity that is to be found in the educational ideas of Rousseau, Pestalozzi, Herbart, Froebel; and show how Herbart and Froebel applied the point in question. (6)
   (b) Name one distinguishing feature of the doctrine of each. (8)

Examination for License No. 1

June, 1911

Methods of Teaching

Time, Two hours. Candidate's No.....

1. (a) Make and solve a practical problem in each of the following types: Finding what fractional part one number is of another; finding a whole when a fractional part is given. (8)
   (b) Explain, as to pupils, the solution of the first problem given in answer to (a). (4)
   (c) What is one of the types not mentioned under (a)? Illustrate it. (4)
2. (a) Show graphically that 3/5 (of 1) is equal to 3÷5. (6)
   (b) Describe how pupils should be taught the reduction of a common fraction to a decimal. Illustrate. (10)
3. State and solve a practical problem (a) in finding the cost of goods that have been sold at a per cent of loss; (b) in finding the rate of interest; (c) in finding the area of a trapezoid. Use a drawing to illustrate (c). (12)
4. (a) What is climate? (2)
   (b) State the conditions which affect or determine climate. (8)
   (c) Show how pupils may be led to make correct inferences regarding the climate of two of the following countries: England, Mexico, British Columbia, Brazil. (6)
5. (a) What may be three legitimate purposes of reviews in the class room? (3)
   (b) Describe three good methods of reviewing in history. (6)
   (c) With reference to the history of the Civil War, show

how these three methods of reviewing may properly be used. (9)

6. On each of two of the following topics plan a lesson, giving materials, experiments, and observations to be made from nature: (12)
   (a) The relation of sunlight to plant life.
   (b) The propagation or transmission of heat.
   (c) The structure, functions, and care of the teeth.

Examination for License No. 1

June, 1911

English

Time, Two hours. Candidate's No....

Note. — For each error in spelling or grammar half a credit will be deducted from the total obtained on this paper.

1. Yes! let the rich deride, the proud disdain,
   Those simple blessings of the lowly train;
   To me more dear, congenial to my heart,
   One native charm, than all the gloss of art.
   5 Spontaneous joys, where nature has its play,
   The soul adopts, and owns their first-born sway;
   Lightly they frolic o'er the vacant mind,
   Unenvied, unmolested, unconfin'd.
   But the long pomp, the midnight masquerade,
   10 With all the freaks of wanton wealth array'd,
   In these, ere triflers half their wish obtain,
   The toiling pleasure sickens into pain;
   And even while fashion's brightest arts decoy,
   The heart, distrusting, asks if this be joy.
   — Oliver Goldsmith.

   (a) Give the syntactical relationship of each subordinate clause in the selection. (5)

(b) Give the syntactical relationship of *disdain* (line 1); *charm* (line 4); *gloss* (line 4); *unenvied* (line 8). (4)

(c) Give the meaning of *deride* (line 1); *train* (line 2); *congenial* (line 3); *gloss* (line 4); *spontaneous* (line 5); *owns* (line 6); *wanton* (line 10); *decoy* (line 13). (4)

2. Use the following words in sentences in a way to indicate their meaning: *insidious, seditious, sedentary, futile, senile.* (5)

3. Indicate by diacritical marks (or in some other way) the correct pronunciation of the following words: *futile, longer, manger, wherewithal.* (Give the key for your use of diacritical marks.) (4)

4. Point out in detail the errors in the following sentences, and write the sentences in proper form: (6)

(a) He don't fear me saying anything about it.

(b) Approving of this idea, the wounded horse was killed at once and the march resumed.

(c) When the chief engineer reached the wreck, he found that every one of the men had taken off their coats and went to work to clear the track.

5. Tell how spelling should be taught in the lower grades. (8)

6. Show how a teacher may advantageously employ the following in the teaching of reading to beginners: (a) motivation, (b) self-activity, (c) multiple sense appeal. (9)

7. (a) Taking each of the following types of exercises in turn, give with reasons your opinion as to its educational value: (1) Transcription, (2) Dictation, (3) Reproduction, (4) Paraphrasing, (5) Drills in construction of sentences. (5)

(b) Describe, with reasons, how an exercise in dictation should be conducted. (5)

8. Write in muscular free-arm penmanship the first four lines of the selection quoted in Question 1. (5)

Examination for License No. 1

January, 1912

History and Principles

Time, Two hours. Candidate's No....

1. (a) State, and illustrate, the two main functions of the spinal cord. (2)
   (b) Contrast the functions of the brain with those of the spinal cord. (2)
   (c) What is *aphasia,* and how may it be accounted for physiologically? (1)
2. Explain the following and illustrate from probable class-room experience: (9)
   (a) Voluntary attention; non-voluntary attention.
   (b) "Development in perception really involves perceiving *new objects* in the old. . . . We cannot continue to perceive an object beyond a moment or two, unless we perceive it in a new manner."
   (c) Deductive reasoning.
3. (a) State the uses of habit. (4)
   (b) Give four general directions for breaking a bad habit. (4)
4. State the advantages and the disadvantages of concert recitation. (6)
5. Describe and illustrate two general means of fixing points in the memory. (6)
6. A scientist placed on a table some food of which roaches are fond and surrounded the food with a low wall of cardboard. He then put some roaches on the table; they made straight for the food. He then put on the table other roaches, having first removed their antennæ; these roaches did not seek the food, even though they wandered about quite close to it.

   What, if any, inference as to cause was the scientist justified in drawing?

What kind of reasoning and which "method" (i. e., of "agreement," of "concomitant variations," etc.) are involved? (4)

7. Explain and illustrate these terms as used in logic: contradictory proposition; fallacy of undistributed middle. (6)

8. (a) Describe the education of girls at Sparta or at Athens in the fifth century B. C. (3)

   (b) Tell to what extent the Spartan education of boys made for the development of strong moral character. Give reasons. (5)

9. "Take example by the schools of the Jesuits, for better do not exist." — Bacon.

   Give facts in support of this statement. (8)

Examination for License No. 1

January, 1912

Methods

Time, Two hours. Candidate's No....

1. In the case of the following processes, state and exemplify modes of verifying or checking results which are suitable to pupils below the seventh year:

   (a) Addition (give two modes). (6)

   (b) Finding the whole when a fractional part is given. (4)

   (c) Reduction ascending. (4)

2. "Since memory is served by multiple associations quite as well as by repetition, the drills employed should be varied in form, in content, and in mode of application. They should, moreover, be interesting to the children — perhaps by reason of their novelty, perhaps by affording an occasion for physical activity, or an occasion for general emulative

striving, perhaps by stirring a sense of mastery, or even that sense of solidarity which the soldier feels when his regiment moves with precision and 'snap.' But in no event must drills become a mere routine, a tedious grind, a spiritless treadmill. Let us speak, therefore, not of *drill,* but of *drills.*"

In the light of the foregoing quotation, suggest three distinct types of drills under each of the following heads: (a) counting, (b) multiplication. (18)

3. Taking some one activity, industry, or experience, as a center, construct about it four practical problems involving different applications of percentage. (16)

4. (a) With respect to any two of the following topics, give an account of the points (or events) to be taught. (10)

   (b) With respect to one of the topics chosen, specify means for securing or exercising apperception, imagination, memory. (12)

   (1) Perry and the battle of Lake Erie (Grade 5B).
   (2) The Five Nations (Grade 6A).
   (3) The Dred Scott decision (Grade 6B).
   (4) The House of Stuart (Grade 7B).
   (5) Results of the French and Indian War (Grade 8A).

5. (a) With respect to the following topics, give an account of the points to be taught: (10)

   (b) Indicate the means that should be employed for testing the effectiveness of the teaching of these points. (10)

   (1) United States: Transportation and commerce by the great inland water routes (Grade 5A).
   (2) The protection of trees in cities.

Examination for License No. 1

January, 1912

English

Time, Two hours. Candidate's No.....

1. (a) Give the part of speech and the syntax of the italicized words: (6)

   It is not *growing* like a tree
   In bulk, doth make *man better* be,
   Or standing long an oak (three hundred *year*)
   To fall a *log* at last, bald and sear;
   A lily of a day
   Is fairer far in May,
   Although it fall and die that night —
   It was the plant and flower of light.
   In small proportions we *just* beauties see;
   And in short measures life may perfect be.
   — Ben Jonson.

   (b) What does the phrase *in bulk* modify? What is the subject of *doth make?* (2)

   (c) Explain the meaning of the last two lines, and show their connection with the preceding part of the poem. (6)

2. Point out each error in the following sentences, and write the sentences in proper form:

   (a) This law don't deprive any one of rights that they already possess. (4)

   (b) Approaching the city its first sight impressed me with the idea that it was not much of a place, the houses seemed sort of ugly and scattering. (8)

3. Give the meaning of the prefixes found in the following words, and give for each another word containing it: antagonist, concur, incumbent, abstain, impious. (5)

4. Use the following words in sentences in such a way as will indicate clearly their meaning:
   (a) Evasion, duplicity, laconic, emigrant. (4)
   (b) Noxious, obnoxious; right, privilege; can but, cannot but. (6)
5. Assuming, on the part of the class, a knowledge of "adjective phrase" (and "adverb"), tell how "adverbial phrase" should be taught. Illustrate. Include two types of drill exercises. (8)
6. (a) What is meant by "phrasing" in reading aloud? Illustrate from a sentence of your own composition (not less than twenty words). (3)
   (b) What are the causes of poor phrasing? (4)
   (c) Describe two exercises designed to teach young children to phrase correctly in reading aloud. (4)

APPENDIX G

FORMS FOR APPROVAL OF SERVICE: RENEWAL OF TEMPORARY LICENSES

(a) Elementary Schools

The Principal, when he has filled in his report, will forward this blank to his District Superintendent, who, after making his estimate, will transmit it to the City Superintendent of Schools.

FILE No.....

DEPARTMENT OF EDUCATION
ELEMENTARY SCHOOLS, THE CITY OF NEW YORK
REPORT TO THE CITY SUPERINTENDENT OF SCHOOLS

Record of M....., P. S. No....., Dist. No.....
who applies for a.....Renewal of Temporary License
.....from....., 191.., to....., 191...

PRINCIPAL'S REPORT

Ability to comprehend instructions.....
Ability to coöperate with other teachers.....
Skill in blackboard work.....
Skill in questioning.....
Skill in presentation.....
Use of objective illustration.....
Power to interest.....
Thoroughness of drill.....
Self-control and manners.....
Use of English language.....
Use of voice.....
Attendance.....
Punctuality.....
Personal tidiness.....
Accuracy in keeping records and making reports.....
Control of class.....
Energy and success in self-improvement.....
.....
Principal P. S. No......

DISTRICT SUPERINTENDENT'S ESTIMATE

.....
.....
.....
District Superintendent.

DIVISION SUPERINTENDENT'S RECOMMENDATION

.....
.....
.....
Division Superintendent.

....., 191...

(b) High and Training Schools

N. B. — The Principal, when he has filled in his report, will forward this blank to the City Superintendent of Schools.

FILE No.....

DEPARTMENT OF EDUCATION
TRAINING / HIGH SCHOOLS, THE CITY OF NEW YORK
REPORT TO THE CITY SUPERINTENDENT OF SCHOOLS

Record of M.....
..... Training / High School, Borough of....., who applies for a.....renewal of Temporary Training / High School License to teach .....from....., 191.., to....., 191..

PRINCIPAL'S REPORT

Ability to comprehend instructions.....
Scholarship in special subjects.....
Skill in statement.....
Skill in questioning.....
Power to interest.....
Thoroughness in developing subject.....
Use of objective illustration.....
Thoroughness of drill.....
Self-control and manners.....
Use of voice.....
Attendance.....
Punctuality.....
Accuracy in keeping records and making reports.....
Control of class.....
.....
Principal.

DISTRICT SUPERINTENDENT'S REPORT

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.....
.....
District Superintendent.

ASSOCIATE CITY SUPERINTENDENT'S RECOMMENDATION

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.....
.....
Associate City Superintendent.

.....191....

(c) Teachers of Special Branches

The Director, when he has filled in his report, will forward this blank to the District Superintendent, who, after making his report, will transmit it to the City Superintendent of Schools.

FILE No.....

DEPARTMENT OF EDUCATION

SPECIAL TEACHERS, THE CITY OF NEW YORK

REPORT TO THE CITY SUPERINTENDENT OF SCHOOLS

Record of M.....
Teacher of....., Borough of.....
District No.....who applies for a.....renewal of Temporary License to teach.....from.....191...
to.....191...

DIRECTOR'S REPORT

Ability to comprehend instructions.....
Knowledge of special subject.....
Skill in statement.....
Skill in questioning.....
Ability to assist class teachers.....
Self-control and manners.....
Use of the English language.....
Use of voice.....
Control of pupils.....
Energy and success in self-improvement.....
General remarks.....
.....
Director of.....

DISTRICT SUPERINTENDENT'S REPORT

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.....
District Superintendent of.....

DIVISION SUPERINTENDENT'S RECOMMENDATION

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.....
.....
Associate City Superintendent.

.....191...

(d) Kindergarten Teachers

The Principal, when he has filled in his report, will forward this blank to the District Superintendent, who, after making his estimate, will transmit it to the Director of Kindergartens.

FILE No.....

DEPARTMENT OF EDUCATION

KINDERGARTEN TEACHERS, THE CITY OF NEW YORK

REPORT TO THE CITY SUPERINTENDENT OF SCHOOLS

Record of M....., P. S. No....., Dist. No.....
who applies for a.....Renewal of Temporary Kindergarten License from....., 191.., to....., 191...

PRINCIPAL'S REPORT

Ability to comprehend instructions.....
Educational use of gifts.....
Educational use of occupations.....
Ability in telling stories.....
Musical ability — A. Instrumental.....
B. Vocal.....
Ability to coöperate with other teachers.....
Self-control and manners.....
Daily preparation of work.....
Accuracy in keeping and making reports.....
Ability in leading children to form good habits.....
What effort has applicant made to improve her scholarship and professional skill?....
.....
.....
.....
Is applicant successful in conducting Kindergarten Mothers' Meetings?.....
.....
General Remarks.....
.....
Principal of P. S. No.....

DISTRICT SUPERINTENDENT'S REPORT AND RECOMMENDATIONS

.....
.....
.....
District Superintendent.

DIRECTOR'S REPORT

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.....
.....
Director of Kindergartens.

DIVISION SUPERINTENDENT'S RECOMMENDATION

.....
.....
.....
Division Superintendent.

(e) Principals and Assistant Principals

ELEMENTARY SCHOOLS

Principal,

The District Superintendent, when he has filled in his report, will forward this blank to the City Superintendent of Schools.

DEPARTMENT OF EDUCATION

THE CITY OF NEW YORK

FILE No.....

REPORT TO THE CITY SUPERINTENDENT OF SCHOOLS

Record of M.....P. S....., Dist. No.....
Borough of....., who applies for a.....renewal of
License as (Principal) / (Assist. to Principal) of an elementary school.

LOCATION OF SCHOOL	DATES
.....	From.....to.....
.....	From.....to.....
.....	From.....to.....

DISTRICT SUPERINTENDENT'S REPORT

1. What is the effect on the school of the applicant's examinations and inspections?
.....

2. Conferences with teachers — how and when conducted?
..... Their effects?.....
.....

3. (a) Has the applicant been successful in guiding and assisting weak or inexperienced teachers?.....

   (b) What means has he used?.....

4. (a) What records of school work (not statistics) has the principal kept? .....
.....

   (b) Are they satisfactory? .....

   (c) If not, in what respect are they faulty?.....
.....

5. (a) Has the applicant intelligently interpreted the course of study?.....
.....

(b) If not, in what respects has he failed?.....
.....

6. (a) Has applicant shown good judgment in (a) selecting and (b) ordering text-books?.....
.....

(b) If not, give instances.....
.....
.....

7. (a) Does the applicant unify and systematize the work of the school?.....
.....

(b) If not, in what respects has he failed?.....
.....

8. Describe the applicant's influence on methods of teaching.....
.....

9. Describe the applicant's influence on school discipline.....
.....

10. (a) Does the applicant exercise proper supervision over heating, lighting, ventilation, and cleanliness of his school?.....
.....

(b) If not, in what respects has he failed?.....
.....

11. Are the applicant's manners, conversation, and conduct those becoming a principal?
.....

12. General remarks:
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.....
District Superintendent.

DIVISION SUPERINTENDENT'S RECOMMENDATION

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.....

.....
Division Superintendent.

....., 191...

APPENDIX H

FORMS FOR APPROVAL OF SERVICE: ADVANCE IN SALARY

(a) Elementary Schools: Report by Principal

DEPARTMENT OF EDUCATION

ELEMENTARY SCHOOLS, THE CITY OF NEW YORK

SPECIAL REPORT ON THE WORK OF

.....Grade....., P. S.....
District....., who applies for approval of service under Section 65 of the By-laws.

PRINCIPAL'S REPORT

1. As to applicant's	Rating		Rating
a) Ability to comprehend instructions...		g) Use of objective illustration.....	
b) Use of the English language.....		h) Thoroughness of drill.....	
c) Skill in blackboard work.....		i) Coöperation with the other teachers ..	
d) Skill in questioning.....		j) Self-control and manners.....	
e) Power to interest the class as a whole.		k) Use of voice.....	
f) Thoroughness in developing subject..		l) Accuracy in keeping records and making reports.....	

2. a) Does the applicant continue to improve in scholarship?.....If so, specify the means.....
.....

b) Is the applicant still improving as a teacher?.....In what respects?.....
.....
.....

c) Is the applicant successful in the proper advancement of bright pupils?.....
Give details.....
.....
.....

d) In the bringing-up of backward pupils?.....Give details.....
.....
.....

e) What means does applicant employ to secure coöperation of parents in the work of h... pupils?.....

f) What interest does applicant take in plays and games of h.... pupils?.....
.....

g) What means does applicant employ to control h... pupils?.....
.....

h) What has applicant done to prevent and suppress truancy?.....
.....
.....

i) Is the teacher able to teach a boys' or a mixed class?.....

j) Is the teacher able to teach, in the present schedule, a class of any grade other than the present one?.....

3. Rate the applicant's influence upon pupils in developing habits of

a) Honor	d) Self-control
b) Order	e) Courtesy
c) Self-reliance	f) Good Posture

4. Days of absence during current term.....Times late.....

5. Is this teacher now absent?.....
.....
.....191....

NOTE. — This report must be filed with the District Superintendent at least six weeks before the 3d, 6th, 9th, 15th, or 10th annual increase of the applicant is due. The District Superintendent will please forward this report with his own to the Division Superintendent at least one week before the meeting of the Board of Superintendents at which the applicant's services are to be considered.

(b) Elementary Schools: Report by District Superintendent

DEPARTMENT OF EDUCATION

ELEMENTARY SCHOOLS, THE CITY OF NEW YORK

SPECIAL REPORT ON THE WORK

.....Grade..... P. S.....
District....., who applies for approval of service under Section 65 of the By-laws.

DISTRICT SUPERINTENDENT'S REPORT

I have made a thorough personal examination of this teacher's work in the following subjects:

.....

and I have examined the work of the pupils in the following subjects:

.....

1. My ratings of the teacher's work are as follows:

Subject	Rating	Subject	Rating
.....	.....	.....	.....

2. The results of my examination of the pupils are as follows:

Subject	Rating	Subject	Rating
.....	.....	.....	.....

3. The following characterize

(a) Applicant's method of conducting a lesson.....
.....
.....

(b) Applicant's attitude toward pupils.....
.....
.....

(c) Pupils' attitude toward applicant.....
.....
.....

GENERAL REMARKS

.....
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.....

District Superintendent.

....., 191...

NOTE. — This report must be filed with the Division Superintendent at least one week before the meeting of the Board of Superintendents at which the applicant's services are to be considered.

Index

INDEX

(*Note.— Unless otherwise indicated references are for New York.*)

Additional teachers, 45.
Administrative control, 169; defined, 8; failure to distinguish, 78.
Advisory council, 177.
Age of principals, 41.
Ahearn law, 122.
Appendices, 185 ff.
Assignment, associate superintendents, 22; district superintendents, 52.
Associate city superintendents. *See* Superintendents, associate.

Baltimore, board of school control, 26, 27; examination, certification and appointment of teachers in, 112–113; supervisory organization, 26, 27.
Board of education, Brooklyn, 15; "Central," 16; Long Island City, 15; Manhattan, 16; Queens, 15; Richmond, 15; coöperation with teachers' associations, 174.
Board of estimate and apportionment, curtailment of force of special teachers, 69.
Board of examiners, 3, 4, 93; accomplishments of, 108; appointment, 93; by-laws, 93; city superintendent as a member, 110; committees of, 95; cost of, 101; critical statement, 109; criticism of, 73; enlargement of, 111; establishment of, 93; examinations, teachers' questions for, 104; examinations, teachers' oral, 105; findings, 111; functions of, 94; investigation of, by board of education, 99; licenses granted and refused by, 102, 103; method of, 101; permanency, 110; powers and duties, 99; problems and difficulties, 109; reading and rating of examination papers, 104; reorganization of, recommended, 181; responsibility for teaching efficiency, 117; size of, 109; special studies and reports by, 118; statistics relative to examinations, licenses and findings, 100; superior merit cases, 134; written examination questions, 101, 227 ff.
Board of superintendents, American cities, 28–29.
Board of superintendents, New York, 3, 15; abolition recommended, 168; administrative duties, 86; bureaucracy of, 83; committees, 83; complicated organization, 169; constitution, powers, methods, duties, 79 ff.; cooperation with district superintendents, 61; coöperation with teachers' associations, 174; criticism of, 73; critical discussion of proceedings, 86; failure of, 87; findings, 91; minutes of, 86, 196 ff., 210 ff.; powers, 18, 20 ff.; powers of, to be studied, 168; organization of, 169; procedure of, 87; questions submitted to, 83; "Review and Reply" of, 170; special studies and reports made by, 84.
Boards, local school, 54.
Boards of school control, American cities, 26–27.
Borough superintendents, 19, 52, 80.
Boston, board of school control, 26–27; examination, certification and appointment of teachers in, 112–113; promotion of teachers, 138; rating of teachers, 138; records of teaching efficiency, 140; supervisory organization, 28–29; teachers' councils, 171.
Bronx, Borough of, 14, 15, 16, 18.
Brooklyn, associate superintendents in, 80; board of education, 15; "Brooklyn Idea," 17.

Brooks, S. D., quoted, 171–174.
Buffalo, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; supervisory organizations, 26, 27.
Bureau of investigation and appraisal, 79, 168; establishment of, recommended, 179.
By-laws, organization of elementary schools, 185 ff.

Centralization, 18; influence of city superintendent, 77.
Chamberlain, A. H., cited, 73.
Chancellor, W. E., quoted, 179.
Charter, New York, 14; educational provisions, 75; history of, 15; revised, 16.
Chicago, board of school control, 26, 27; examination, certification and appointment of teachers in, 112–115; promotion of teachers, 140; rating of teachers, 142; records of teaching efficiency, 142; supervisory organization, 26, 27.
Cincinnati, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; promotion of teachers, 144; rating of teachers, 144; records of teaching efficiency, 144; supervisory organization, 26, 27.
City superintendent of schools, 75; authority of, 77; centralization of authority in, 77; coöperation with district superintendents, 61; coöperation with teachers' associations, 174; criticism of, 73; enlargement of powers of, 79; influence of, on development of school systems, 77; member of board of examiners, 110; powers and duties, 18, 75; powers of, to be studied, 168; Reports, cited, 15, 17, 19 ff., 31–32, 39, 54, 69, 88, 89, 90, 97, 99; *see also* under Maxwell, W. H.
Civil Service Commission, municipal, 16.
Classification, elementary schools, 33.
Clement, J. H., cited, 136.
Clerical service, need of, in elementary schools, 45.
Cleveland, board of school control, 26, 27; examination, certification and appointment of teachers in, 112, 113; promotion of teachers, 145; rating of teachers, 145; records of teaching efficiency, 145; supervisory organization, 26, 27.
Coaching for teachers' examinations, 104.
Conference, 4; directors and assistant directors, 68; board of examiners, 134; district superintendents, 55.
Consolidation of elementary schools, 31; policy of, 77.
Control, administrative, 8, 78, 169; inspectorial, 12; legislative, 7; nature of school, 7; principles of city school, 10.
Cooking. *See* Special branches.
Coöperation, necessity of, in education, 78; to be legalized, 176; by city superintendent, 174.
Council, advisory. *See* under Advisory council.
Council, supervisory. *See* Supervisory council.
Criticism, attitude of supervisory officials toward, 74; discouragement of, 74; incompetent, 74.

Davis law, 122.
Democratic education, motive of, 2.
Detroit, board of school control, 26, 27; examination, certification of teachers in, 112, 113; promotion of teachers, 146; rating of teachers, 147; records of teaching efficiency, 147; supervisory organization, 26, 27.
Director of special branches. *See* Special branches.
District superintendent. *See* under Superintendent, district.
Division superintendent. *See* under Superintendent, division.
Documentary material, 4.
Doelle, J. H., cited, 137.
Draper, A. S., quoted, 7.
Drawing. *See* Special branches.

Edson, A. W., assistant associate superintendent, 90.

Education, as a coöperative undertaking, 78; social ideal of, 3.
Education, board of. *See* Board of education.
Education, history and principles of, teachers' examination questions, 227, 229, 233, 237.
Efficiency, elementary school principals, 47.
Efficiency of teaching, board of examiners and, 117; factors of, 136, 137; forms for, 125, 126, 127, 128; forms for rating in New York, 132, 133, 242 ff.; methods and standards for, 116; records for, 136 ff.; rating of, in Boston, 138; Chicago, 140; Cincinnati, 144; Cleveland, 145; Detroit, 147; Milwaukee, 149 ff.; New Orleans, 154; Newton, 138; New York, 116 ff.; Philadelphia, 159; Salt Lake City, 165; Springfield, Mass., 166; St. Louis, 162; rating of, in American cities, 136 ff.; summary of findings, 134, 135; superior merit, 131.
Elementary schools, by-laws governing organization, 185 ff.; classification of, 33; consolidation, 31; forms for approval of teaching service, 242, 248–250; organization of, 32; salary schedule of supervisory staff, 190 ff.; supervision of, 33.
Eligible list, 19.
English, inadequate command of, by teachers, 107.
English, teachers' examination questions, 231, 235, 240.
Estimate and apportionment, board of. *See* under Board of estimate.
Examination questions, teachers', 227 ff.
Examinations for teachers' license, 104.
Examinations, teachers', coaching for, 104. *See* Board of examiners.
Examiners, board of. *See* under Board of examiners.
Exhibit, boards of school control in American cities, 26, 27; supervisory organization in American cities, 28, 29.
Exhibit, examination, certification and appointment of teachers in American cities, 112.
Experience of principals, 38.

Findings, associate superintendents, 91, 92; board of examiners, 111; board of superintendents, 91, 92; city superintendent, 91, 92; district superintendents, 62; elementary school supervisors, 51; special branches, 72; teaching efficiency, 134.
Forms, teaching efficiency. *See* under Records.
Freedom, responsible, 179.
French. *See* Special branches.

German. *See* Special branches.
Grady law, 122.

Hayward, F. H., cited, 167.
Hervey, Walter L., communication of, 95; cited, 120.
High School Principals' Association and superior merit, 134.
High School Teachers' Association and superior merit, 132.
High schools, forms for approval of teaching service, 243.

Inbreeding, supervisory staff, 40.
Inspectorial control, 12.
Investigation and appraisal, bureau of. *See* under Bureau of investigation.

Johnson, C. H., "High School Education," cited, 7.

Kindergarten, approval of service of teachers, forms for, 245; supervision of, 64, 71–72. *See also* under Special branches.

Leadership, 24.
Legislative school control, 169; defined, 7.
Licenses, teachers', examination questions, 227 ff.; forms for renewal,

242 ff.; permanent, 117 ff.; renewal of, 117 ff. *See also* under Board of examiners.
Long Island City, board of education, 15.
Los Angeles, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; supervisory organization, 26, 27.
Lowry, C. D., cited, 140.

Manhattan, Borough of, 14, 15, 16.
Manual training. *See* under Special branches.
Mass education, 2.
Maxwell, W. H., quoted, 17, 85; influence of, on development of school system, 77.
McMurry, F. M., 3, 30, 34.
Merit, superior, in teachers, 131.
Method of treatment, 4.
Military standards, 78.
Milwaukee, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; promotion of teachers, 149; rating of teachers, 150 ff.; records of teaching efficiency, 150 ff.; supervisory organization, 26, 27.
Minneapolis, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; supervisory organization, 26, 27.
Minutes, board of superintendents, 196 ff., 210 ff.
Moore, E. C., quoted, 11.
Music. *See* Special branches.

Newark, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; supervisory organization, 26, 27.
New Orleans, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; promotion of teachers, 154; rating of teachers, 154 ff.; records of teaching efficiency, 154 ff.; supervisory organization, 26, 27.
Newton, Mass., promotion of teachers, 138; rating of teachers, 138.
New York. *See* several subject headings.
New York, board of school control, 26, 27; examination, certification and appointment of teachers, 114, 115; forms for rating teachers' efficiency, 132, 133; supervisory organization, 28–29.
New York Teachers' Association, 136; High School Principals' Association, 136.

O'Connell, J. A., communication of, 101.
Organization, New York elementary schools, 32.

Palmer, A. E., quoted, 17, 31.
Penmanship. *See* under Special branches.
Philadelphia, board of school control, 26, 27; examination, certification and appointment of teachers in, 112, 113; promotion of teachers, 159; rating of teachers, 160; records of teaching efficiency, 160; supervisory organization, 26, 27.
Physical training. *See* Special branches.
Pittsburg, board of school control, 26, 27; examination, certification and appointment of teachers in, 112–113; supervisory organization, 26, 27.
Population, New York City, 14.
Powers and duties. *See* under various titles of officers.
Principal, New York school control, 19 ff.
Principals, elementary school, 3; age, 41; approval of service of, forms for, 246, 247; as supervisor, 30; classes of, 47; clerical duties, 44; education, 38; efficiency of, 47; examination of, 107; experience, 38; license for, 107; powers and duties, 42 ff.; promotion, 40; quality of service of, 40; salaries, 3; rating by district superintendents, 49; reports of, 45; selection, 37.
Promotion of teachers and promotional

examinations. *See* under Teachers, promotion of.
Psychology of education, administration and criticism, cited, 167.

Queens, Borough of, 14, 15, 16.
Questions, teachers' examinations, 227 ff.

Rating, elementary school principals, 47; criticisms of, 48–51.
Rating of teachers. *See* under Efficiency; also under Teachers, promotion of; also under Records.
Recommendations, abolition of board of superintendents, 168; creation of supervisory council, 171; establishment of bureau of investigation and appraisal, 179; for reorganization, 168 ff.; reorganization of board of examiners, 181.
Records, teaching efficiency, Boston, 138; Chicago, 140; Cincinnati, 144; Cleveland, 145; Detroit, 147; Milwaukee, 149 ff.; New Orleans, 154 ff.; Newton, Mass., 138; Philadelphia, 159–160; St. Louis, 161 ff.; Salt Lake City, 165; Springfield, Mass., 166.
Renewal of licenses, forms, 242 ff.
Reports, principals', 45; district superintendents', 195.
Richmond, Borough of, 14, 15, 16.

St. Louis, board of school control, 26–27; examination, certification and appointment of teachers in, 112, 113; promotion of teachers, 161; rating of teachers, 162; records of teaching efficiency, 161 ff.; supervisory organization, 28, 29.
Salaries, approval of service for, forms, 248 ff.; city superintendents', 36; conditions for increase, 123; principals', elementary school, 36; schedules for supervisory staff of elementary schools, 34, 51, 190 ff.
Salt Lake City, promotion of teachers, 165; rating of teachers, 166; records of teaching efficiency, 166.
San Francisco, board of school control 26, 27; examination, certification of teachers in, 114, 115; supervisory organization, 26, 27.
School boards, local, 54.
School consolidation, 31.
School control as a state function, 8; divorced from political activities, 10; nature of, 7.
School districts, 54.
School inquiry, committee, 1.
School system, organization of, 25.
School, unit for supervision, 30.
Service, teaching, approval and disapproval, 119; defects of, 121; fit and meritorious, 122; forms for approval, 242 ff.; reports of, 120 ff.; standards for, 121.
Sewing. *See* under Special branches.
Shopwork. *See* under Special branches.
Smith, G. J., communication of, 99.
Spaulding, F. E., quoted, 138, 139.
Special branches, approval of service of teachers, forms for, 244; assignment and appointment of directors, 64; directors, assistant directors and teachers, 3, 4, 65–67, 68; curtailment of force of teachers, 69; findings and recommendations, 72; justification of special teachers for, 69; number of teachers of, 68; place of, in program, 68; relation of director to district superintendent, 65; reports by directors, 65; salary, bonus for, 71; social and educational policy, 67; supervisory duties of directors, 65; supervisory methods, 68; teachers of, 65.
Springfield, promotion of teachers, 166; rating of teachers, 164; records of teaching efficiency, 167.
State, relation of, to school control, 8.
Statistics, 129; need of central office, 45; required of principals, 45; supervision, elementary schools, 34, 35.
Straubenmüller, Gustav, associate city superintendent, 90.
Summary of findings, associate superintendents, 91–92; board of examiners, 111; board of superintendents, 91, 92; city superintendent, 91, 92; district superintendents, 62; elementary school supervision, 51; special

branches, 72; teaching efficiency, 134, 135.
Superintendent, city, in American cities, 28, 29.
Superintendent, city, New York. *See* under City superintendent of schools.
Superintendents, associate city, 52, 80, 86, 88; assignment, 22, 89; powers and duties of, 81; reports of, 90; summary of findings, 91–92.
Superintendents, board of. *See* under Board of superintendents.
Superintendents, borough, 19, 52.
Superintendents, district, 52; assignment, 52; character of supervision by, 55; conferences of, 55; coöperation with, 61; discrimination of administrative and supervisory duties, 61, 62; findings concerning, 62; freedom, initiative and responsibility of, 63; inertness of, 62; initiative of, 61; method of work of, 61; monthly report of, 195; non-supervisory duties, 62; of New York, 3, 4, 22; powers and duties, 53; qualifications of, 58; questions submitted to, 59; reports and studies by, 60; rating of principals, 48–51; relation to board of superintendents, 59; relation to directors of special branches, 65; selection of, 57; summary of findings, 62; supervisory duties of, 59; teachers' meetings held by, 61.
Superintendents, division, 22, 56.
Superior merit, 131; forms for rating, 132, 133.
Supervision, aim of, 1; constructive, 24; coöperative, 78; decentralized, 78; elementary schools, 33; expert, 78; ideal of, 3.
Supervisor, principal as, 30.
Supervisors, appointment, 51; number of, 51; salary schedules, 51.
Supervisory control, 169; failure to distinguish, 78.
Supervisory council, 62, 79, 168; recommendation for creation, 171.
Supervisory districts, data, 54; table of, 56; size of, 54.
Supervisory divisions, 56.
Supervisory organization, American cities, 28–29.
Supervisory staff, salaries, 190 ff.

Taylor, J. S., cited, 116.
Teachers, appointment, 17; associations, 174; coöperation of, 171; examination, certification and appointment in American cities, 112; inadequate command of English, 107; participation of, in determining educational policies, 171.
Teachers, promotion of, Boston, 138; Chicago, 140; Cincinnati, 144; Cleveland, 145; Detroit, 147; Milwaukee, 149 ff.; New Orleans, 154 ff.; Newton, Mass., 138; Philadelphia, 159–160; St. Louis, 161 ff.; Salt Lake City, 165; Springfield, Mass., 166.
Teachers, rating of. *See* under Efficiency; also under Teachers, promotion of; also under Records.
Teachers, special. *See* under Special branches.
Teaching efficiency. *See* under Efficiency.
Teaching, methods of, examination questions, 228, 230, 234, 238.
Teaching service, reports of, 120; defects of, 121; standards for, 121.
Training school, forms for approval of teaching service, 243.

Unit, supervision, 30.

Washington, board of school control, 26, 27; examination, certification and appointment of teachers in, 114, 115; supervisory organization, 26, 27.

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